



1964 NATIONAL PLANNING CONFERENCE

SEPTEMBER 27 - 30

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CONFÉRENCE NATIONALE D'URBANISME 1964

27 AU 30 SEPTEMBRE

Hôtel London, London, Ontario

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L'ASSOCIATION CANADIENNE D'URBANISME

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Cover:

To mark this special issue devoted to the history of CPAC the cover features the crest of the Association, originally designed by Kenneth MacPherson. The Latin motto means—to learn or to know by seeing; to help or be useful.

Pour marquer ce numéro spécial affecté à l'histoire de l'ACU, on a mis l'écusson de l'Association en évidence sur la couverture, conçu à l'origine par Kenneth MacPherson. La devise latine signifie—apprendre ou connaître en voyant; aider ou être utile.

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THE HISTORY OF CPAC

Foreword

At the commencement of my term of office as President of our Association I set for myself certain objectives and these were published in the Review. One of the most important of these was the production of a history of our Association before memories faded and records were lost. I realized that any such history, no matter how painstaking the research, would contain historical gaps which would only come to light through criticism received after its publication. I therefore decided to devote one issue of the Review to a collection of personal reminiscences by some of those who played leading roles in the formative years of CPAC and short histories of the Divisions. Our hope is that this collection will stimulate the memories of other CPAC members who will record their own recollections and send them to the Editor. From time to time we will publish these additions so that eventually we will have compiled and recorded the story of CPAC not only from our national and divisional records but from the personal points of view of our members across the country.

F. Joseph Cornish, Q.C.
National President

HISTORIQUE DE L'ACU

Avant-propos

Au début de mon terme en fonction de président de notre Association, je me suis fixé certains objectifs et ceux-ci ont été publiés dans la Revue. Un des plus importants de ceux-ci était la rédaction de l'historique de notre Association, avant que les mémoires se défréçissent et que les dossiers soient perdus. J'ai réalisé qu'une telle histoire, en dépit du souci dans les recherches, contiendrait des lacunes historiques qui ne s'éclairciraient que par les critiques reçues après sa publication. J'ai donc décidé d'affecter un numéro de la Revue à recueillir des souvenirs personnels de certains de ceux qui ont joué un rôle important au cours des années de formation de l'ACU, ainsi que des récits des divisions. Notre espoir est que ce recueil stimulerait la mémoire des autres membres de l'ACU qui rédigeront leurs propres souvenirs et les feront parvenir au rédacteur. A l'occasion, nous publierons ces suppléments afin que éventuellement, nous ayons compilé et enregistré l'historique de l'ACU, non seulement d'après nos dossiers nationaux et de divisions mais du point de vue personnel de nos membres d'un bout à l'autre du pays.

F. Joseph Cornish, C.R.,
Président national

COMMUNITY PLANNING — URBANISME : 1940-1945

F. W. Nicolls, MRAIC,

Director of Housing, National Housing Administration, 1935-1945

Early in the 1940's it became apparent to officials of the National Housing Administration that something drastic had to be done if the home owner or the prospective house builder was to appreciate and enjoy the advantages of owning his own home, and not have to worry about the possibility of excessive or sudden depreciation because of lack of zoning or community planning.

This conclusion was the result of experiences gained in the attempt to convince builders and home owners that neighbourhoods depreciate faster than houses, unless there is the protection which only the local government could give. The minimum standards of construction established by the Housing Administration would produce a house that would be good for many years, but minimum standards of construction would not protect builders against neighbours who might build a non-conforming house, or a building to be used as a commercial or industrial project.

There were many examples during the early days of the Dominion Housing Act and the National Housing

Tôt dans la décennie de 1940, il devint évident aux représentants de l'Administration nationale du logement, qu'il fallait prendre des mesures draconiennes si le propriétaire ou le futur constructeur de maisons devait se prévaloir et jouir des avantages d'être propriétaire de sa maison et de ne pas devoir s'inquiéter de la possibilité d'une dépréciation excessive ou soudaine par suite d'une absence de zones établies ou de planification.

Cette conclusion était le résultat de l'expérience obtenue en essayant de convaincre le constructeur et les propriétaires de maisons, que les voisinages déprécient plus rapidement que la maison, à moins que ceux-ci ne soit protégés comme seulement le gouvernement local pouvait le faire. Les normes minimales de construction établies par l'Administration du logement produiraient une maison qui serait bonne pour plusieurs années mais les normes minimales de construction ne protégeraient pas les constructeurs contre les voisins qui pourraient construire une maison irrégulière ou un bâtiment qui devait être employé comme projet commercial, industriel.

Act where owners built houses on sites that were not adequately protected against non-conforming adjacent development. In many cases owners took a loss and moved away. The Housing Administration always warned prospective house builders to be certain of their position with regard to what neighbours could or could not do which might affect the future value of their property.

There is usually a strong feeling among land owners that the land is theirs and they should be able to do with it whatever they like; but consideration for neighbours and other property owners must be recognized, and owners should not do anything to, or on, their land which will adversely affect their neighbours.

One of the earliest foreclosures under the National Housing Act took place in Eastern Ontario. When the Housing Administration was advised by the lending institution of the amount outstanding under this joint mortgage, no fear was felt but that the house would be sold for an amount sufficient to meet all claims without resorting to the Loss Guarantee Fund.

It was a reasonably well-planned house of pleasing exterior, and the specifications met the Housing Administration Standards of Construction. However, as time went by, there was no sign of a sale, and officials of the Housing Administration decided to visit the house and learn, firsthand, just what was the trouble.

On visiting this house, National Housing Administration officials learned for the first time that the house was located on a lot adjacent to a cheese factory. There was no restrictive zoning, and hence no protection to the owner or prospective purchaser.

Eventually the house was sold, at a small loss to the Government, but the lesson learned was well worth the loss. From then on, all National Housing Act loan applications were required to show adjoining properties and zoning restrictions. This led to the setting up of a

Il y avait plusieurs exemples dans les débuts de la Loi du Dominion sur l'habitation et la Loi nationale sur l'habitation, où les propriétaires ont construit des maisons sur des emplacements qui n'étaient pas suffisamment protégés contre un développement adjacent irrégulier. Dans plusieurs cas, les propriétaires ont subi une perte et ont déménagé. L'Administration du logement a toujours averti les futurs constructeurs de maisons de s'assurer de leur position en ce qui concerne ce que les voisins pourraient ou pourraient ne pas faire, qui affecterait la valeur de leur propriété.

Il y a habituellement, un sentiment bien arrêté chez les propriétaires fonciers que le terrain est le leur et qu'ils devraient pouvoir en faire ce qu'ils veulent; mais il faut prendre en considération les voisins et les autres propriétaires fonciers et les propriétaires ne devraient pas faire quoi que ce soit en ce qui concerne leur terrain, qui pourrait affecter leurs voisins d'une façon adverse.

Une des premières forclusions aux termes de la Loi nationale sur l'habitation eut lieu dans l'Est de l'Ontario. Lorsque l'institution prêteuse informa l'Administration du logement du montant en instance aux termes de ce prêt conjoint, et on n'a eu aucune crainte que la maison serait vendue pour un montant qui suffirait à payer toutes les réclamations sans avoir recours au fonds de garantie contre les pertes.

C'était une maison raisonnablement bien planifiée, ayant un extérieur plaisant et les devis répondaient aux normes de construction de l'Administration du logement. Cependant, à mesure que le temps passait, il n'y avait aucun signe d'une vente et les représentants de l'Administration du logement ont décidé de visiter la maison et d'apprendre de prime abord quelle était la difficulté. En rendant visite à cette maison, les représentants de l'Administration nationale du logement ont appris pour la première fois que la maison était située sur un terrain voisin d'une fromagerie. Il n'y avait aucun établissement restrictif de zones et ainsi, aucune protection pour le propriétaire ou l'acheteur en perspective.

Eventuellement, la maison fut vendue moyennant une légère perte pour le gouvernement, mais la leçon apprise valait bien la perte. Depuis ce temps, toutes les demandes de prêt aux termes de la Loi nationale sur l'habitation devaient indiquer les propriétés avoisinantes et les restrictions des zones. Ceci a mené à l'établissement d'une division d'Urbanisme dans l'Administration nationale du logement.

En établissant cette division de l'Urbanisme, cela signifiait que les demandes de prêt qui ne comprenaient pas un plan de voisinage ou communautaire et le règlement visant les zones, n'étaient pas approuvées, ce qui,



Community Planning Division in the National Housing Administration.

Establishing this Community Planning Division meant that loan applications which did not include a neighbourhood or community plan and zoning ordinance were held up, which, of course, brought protests from the applicants. Many applicants could not, or would not, see that what the Housing Administration required was for their protection, as well as protecting the Government against loss. In the event of foreclosure, the home owner was sure to lose his equity before the Government would be called upon to pay any loss from the Loss Guarantee Fund.

Something more was needed. National Housing Administration then undertook an educational programme and sent officials from coast to coast telling Civic officials, realtors, builders, and prospective house owners of the need for community planning and adequate zoning.

Even this was not enough, and a plan had to be developed which would make it worth while financially to build on a planned and protected site. This was accomplished by approving minimum length and percentage loans in areas not protected; longer loans in areas which had neighbourhood planning, and zoning; and maximum length and percentage loans in areas with adequate planning and zoning protection.

Then the problem arose as to how to further enlighten the public to the advantages of good planning and zoning, and the idea of a Community Planning Association began to take form.

Consultations were held with planners in many locations across Canada, and the opinions expressed varied as to how to accomplish this desirable objective. Most of the recognized planners, (and there were few of them during the war years) wanted to revitalize the Town Planning Institute, thus placing the necessary missionary work in the hands of the professional planners. However, in the opinion of National Housing Administration officials, education of the public should come first so as to be sure to reach the prospective home owner as directly as possible.

This argument continued for some time. In the meantime, the National Housing Administration was laying the groundwork for the Community Planning Association. As of December 31st, 1945, when the National Housing Administration passed out of the picture and Central Mortgage and Housing Corporation came into existence, the stage was already set, and public-minded citizens across Canada were ready to join in the effort to help make the public conscious of the merits of community planning.

il va sans dire, suscitait des protestations chez les requérants. Plusieurs requérants ne pouvaient pas ou ne voulaient pas voir que ce que l'Administration du logement exigeait, devait les protéger aussi bien que cela devait protéger le gouvernement contre des pertes. Dans le cas d'une forclusion, le propriétaire était certain de perdre sa mise de fonds avant que le gouvernement soit appelé à payer toute perte à même le fonds de garantie en cas de perte.

Il fallait plus que ça. L'Administration nationale du logement entreprit alors un programme d'instruction et envoya des représentants d'un océan à l'autre pour dire aux représentants civiques, aux courtiers, aux constructeurs et aux futurs propriétaires de maisons, le besoin d'urbanisme et d'établissement de zones suffisantes.

Même ceci ne suffisait pas et il fallait un plan qui permettrait financièrement de construire sur un emplacement planifié et protégé. Ceci fut réalisé en approuvant des prêts de durée et de pourcentage minimaux dans les secteurs non protégés; des prêts plus longs dans des secteurs qui avaient une planification de voisinage et des zones établies; et des prêts de longueur et de pourcentage maximaux dans les secteurs où il y avait une planification suffisante et une protection par le truchement de zones établies.

Puis le problème fut soulevé quant à la manière d'éclairer davantage le public sur les avantages d'une bonne planification et d'un bon établissement de zones et l'idée d'une Association d'Urbanisme commença à prendre forme.

Il y eut des consultations avec des urbanistes dans plusieurs localités d'un bout à l'autre du Canada et les opinions exprimées variaient quant à la manière d'accomplir cet objectif désirable. La plupart des urbanistes reconnus (et il y en avait peu au cours des années de guerre) voulaient raviver l'Institut d'Urbanisme, plaçant ainsi le travail nécessaire de missionnaire dans les mains des urbanistes professionnels. Cependant, dans l'opinion des représentants de l'Administration nationale du logement, il fallait tout d'abord instruire le public afin d'être assuré d'atteindre le propriétaire en perspective aussi directement que possible.

Cet argument s'est maintenu pour un certain temps. Dans l'intervalle, l'Administration nationale du logement posait les fondations de l'Association d'Urbanisme. Au 31 décembre 1945, alors que l'Administration nationale du logement tombait et que la Société centrale d'hypothèques et de logement naissait, la scène était déjà prête et les citoyens imbus d'esprit civique d'un bout à l'autre du Canada étaient prêts à se rallier à l'effort de rendre le public conscient de l'urbanisme.

THE ESTABLISHMENT OF CPAC

Major-General H. A. Young, CBE, DSO, CD

On my return to Canada in late 1944 as Quartermaster General, I had occasion to travel extensively across Canada in connection with those duties. I had been nearly five years abroad and it was natural to compare our Canadian towns and cities with those of other countries. The comparison was not always favourable, and it seemed to me some action should be taken to prevent unplanned growth of our cities. I was reminded of this feeling recently when Peter Blake, ARCHITECTURAL FORUM Managing Editor wrote about American cities: "No people has inherited a more naturally beautiful land than we . . . the only trouble is that we are about to turn this beautiful inheritance into the biggest slum on the face of the earth".

Part of my duties as QMG when the War ended was the cancellation of leases acquired by the Department of National Defence during the war. In carrying this out with the various local authorities and private individuals, two factors emerged which seemed to be common to many municipalities. These were, the lack of any city or town planning authorities and the absence of sound and modern building codes. This information was most valuable to me when I was appointed Vice-President of Central Mortgage and Housing Corporation in 1946.

I was aware that the National Research Council was organizing the Division of Building Research, and Dr. J. C. MacKenzie, President of the Council, agreed that the National Building Code could properly come under that Division. In 1947, Dr. Robert F. Legget was appointed Director. He took action at once and is to be commended highly not only for the rewriting of an efficient building code, but in getting such a great number of municipalities across Canada to implement its adoption.

The National Housing Act made provision for assistance in community planning. It seemed, therefore, that Central Mortgage and Housing Corporation should initiate some action in generating interest in this important subject throughout Canada. Various approaches were considered.

The first course reviewed was to discuss the matter with the provinces. This arrangement would follow the normal channel of Federal Government-Provincial Government, and thence to the municipalities. But the weakness of this procedure was the time element that might elapse before effective action was

L'ETABLISSEMENT DE L'ACU

A mon retour au Canada tard en 1944, à titre de quartier-maître général, j'ai eu l'occasion de voyager considérablement d'un bout à l'autre du Canada, en rapport avec ces fonctions. J'avais passé presque cinq ans outre-mer et il était naturel que je compare nos cités et villes canadiennes avec celles des autres pays. La comparaison ne fut pas toujours favorable et il me semblait qu'il faudrait prendre quelques mesures pour empêcher la croissance non planifiée de nos cités. Je me suis laissé rappeler cette impression récemment lorsque Peter Blake, rédacteur gérant de Architectural Forum, écrivait à propos des cités américaines: "Personne n'a hérité d'un pays plus naturellement beau que le nôtre . . . la seule chose est que nous sommes à transformer ce bel héritage pour en faire le plus gros taudis sur la face de la terre."

Une partie de mes fonctions à titre de QMG à la fin de la guerre fut de canceler les baux acquis par le ministère de la Défense nationale au cours de la guerre. Dans l'exécution de ces fonctions avec les diverses autorités locales et les particuliers, deux facteurs ont surgi, lesquels semblaient être un commun dénominateur à plusieurs municipalités. Ces facteurs étaient l'absence de toute autorité d'urbanisme dans les cités ou villes et l'absence de codes sains et modernes de construction. Ce renseignement me fut plus que valable lorsque je fus nommé vice-président de la Société centrale d'hypothèques et de logement, en 1946.

J'étais au courant que le Conseil national de Recherches organisait le division des Recherches en bâtiment et que le docteur J. C. MacKenzie, président du Conseil, avait convenu que le Code national du bâtiment devait être l'affaire de cette division. En 1947, le docteur Robert F. Legget fut nommé directeur. Il se mit à la tâche immédiatement et il doit être félicité hautement d'avoir non seulement ré-écrit un code du bâtiment efficace, mais aussi d'obtenir qu'un grand nombre de municipalités d'un bout à l'autre du Canada l'adoptent et le mettent en vigueur.

La Loi nationale sur l'habitation contenait des dispositions en vertu desquelles une aide pouvait être accordée à l'urbanisme. Il semblait donc que la Société centrale d'hypothèques et de logement devait amorcer des mesures pour créer un intérêt à cet important sujet, d'un bout à l'autre du Canada. On a considéré diverses approches.



Maj.-Gen. H. A. Young, CBE, DSO, CD
(Photo: Paul Horsdal)

taken. Furthermore, there was the obvious need of education on the subject, not only at the different levels of government but by various organizations and the general public. It seemed that unless interest was fostered on a broad base, progressive action by municipalities and provincial governments might well be slow in forthcoming.

The most direct approach seemed to be one that would not bypass provincial or municipal governments, but one that might involve or at least interest them, and at the same time reach those of the general public who would sponsor community planning ideas.

It was therefore decided to call a conference of all possible interested parties, including representation from the various levels of government. The purpose of this meeting would be to review the problem in a general way and endeavour to come to some conclusion as to the best means of providing an approach to the problem. There was in mind the possibility of some form of association which would receive the support, both financially and otherwise, of provincial and municipal governments as well as other organizations. It was contemplated that partial financial support would also come from Central Mortgage and Housing Corporation under the terms of the National Housing Act.

A meeting was called by the Corporation for the 25th and 26th of June, 1946. Invitations were sent to the following organizations:

Provincial Governments
Royal Architectural Institute of Canada
Engineering Institute of Canada

Il fallait tout d'abord en discuter avec les provinces. Cet arrangement suivrait les voies normales de gouvernement fédéral-gouvernement provincial et de là, aux municipalités. Mais la faiblesse de ce processus découlait de l'élément temps qui pouvait s'écouler avant que des mesures efficaces fussent prises. De plus, il y avait le besoin évident de la dissémination de l'enseignement sur le sujet, non seulement aux divers niveaux de gouvernement, mais aux divers organismes et au public en général. Il semblait qu'à moins que l'intérêt ne fut suscité généralement, une action progressive par les municipalités et les gouvernements provinciaux serait probablement lente à venir.

L'approche la plus directe semblait en être une qui n'outrepasserait pas les gouvernements provinciaux ou municipaux mais, une qui les impliquerait, ou tout au moins les intéresserait, et au même moment, atteindrait ces personnes du grand public qui patronneraient les idées de l'urbanisme.

Il fut alors décidé de convoquer un congrès de toutes les personnes intéressées possibles, y compris des représentants des divers niveaux de gouvernement. Le but de cette réunion serait d'examiner le problème d'une manière générale et de tenter d'en venir à quelque conclusion, quant au meilleur moyen d'établir une approche au problème. On avait à l'idée la possibilité de quelque formule d'association qui recevrait l'appui tant financièrement qu'autrement, des gouvernements provinciaux et municipaux, aussi bien que d'autres organismes. On a envisagé que la Société centrale d'hypothèques et de logement accorderait un appui financier partiel aux termes de la Loi nationale sur l'habitation.

La Société convoquait une réunion pour les 25 et 26 juin 1946. Les invitations furent adressées aux organismes suivants:

Les gouvernements provinciaux
L'Institut royal d'Architecture du Canada
Engineering Institute of Canada
L'Institut d'Urbanisme du Canada
Le Conseil canadien du Bien-être
Le ministère de la Défense nationale
Le ministère des Mines et des Ressources
Le ministère des Anciens combattants
Le Congrès des Métiers et du Travail
La Commission du district fédéral
La Fédération canadienne des Maires et des Municipalités

A titre de vice-président de la SCHL, j'ai présidé la réunion.

Town Planning Institute of Canada
Canadian Welfare Council
Department of National Defence
Department of Mines and Resources
Department of Veterans' Affairs
Trades and Labour Congress
Federal District Commission
Canadian Federation of Mayors and Municipalities
As Vice-President of CMHC, I acted as Chairman.

The Right Honorable C. D. Howe, Minister of Reconstruction and Supply, opened the conference by outlining the place of community planning in the post-war development of Canada. He suggested that the conference consider "the problems that arise in developing interest locally in the preparation of community plans, and in gaining endorsement for the execution of those plans."

Spokesmen for the various Provinces then outlined the existing legislation and operations in the community planning field in their own Provinces. They were followed by several speakers from the professional architects', engineers', town planners' and social workers' groups, and a spokesman for organized labour. Most of the speakers emphasized the need for a wider appreciation of the citizens' share in shaping the destiny of their communities. A film dealing with the rebuilding of Greater London, and other displays at the conference, underscored the importance of citizen participation in planning.

The federal spokesman, referring to their responsibility under the National Housing Act to encourage the spread of information on community planning, proposed the formation of an association, the purpose of which would be to produce material for public examination and discussion of the subject. This proposed association could serve as a clearing house for the problems and experiences of local citizens' planning groups in all parts of the country. It was pointed out that in many cities and towns, such groups had been active for some time but lacked full information about the progress being made in other places toward the execution of community plans.

The conference voted overwhelmingly in favour of the establishment of the Community Planning Association of Canada, and approved in principle the draft by-laws of the Association, which had been prepared by a representative committee during the conference. The first article of the draft constitution defined the object of the Association as being "to foster public understanding of, and participation in, community planning in Canada". Provincial Branches of the Association were planned, and the National

Le très honorable C. D. Howe, ministre de la Reconstruction et des Approvisionnements, a ouvert le congrès en donnant les grandes lignes de la place de l'urbanisme dans le développement d'après-guerre du Canada. Il a suggéré que le congrès considère "les problèmes qui découlent de développer l'intérêt localement, dans la préparation de plans communautaires, et obtenir l'endorsement pour la mise en oeuvre de ces plans."

Les porte-parole des diverses provinces ont alors donné les grandes lignes de la législation existante et de l'activité dans le domaine de l'urbanisme dans leurs propres provinces. Puis on entendit les remarques du groupe provincial des architectes, des ingénieurs, des urbanistes et des travailleurs sociaux, ainsi qu'un porte-parole de la main-d'oeuvre organisée. La plupart des conférenciers ont insisté sur le besoin d'une plus vaste appréciation de la part des citoyens dans la formation de la destinée de leurs communautés. Un film traitant de la reconstruction du Grand Londres, et d'autres étalages à la conférence, ont souligné l'importance de la participation des citoyens à l'urbanisme.

Les porte-parole fédéraux, se référant à leur responsabilité aux termes de la Loi nationale sur l'habitation en vue d'encourager la dissémination de renseignements sur l'urbanisme, ont proposé la formation d'une association dont les fins consisteraient à rédiger la matière que le public pourrait examiner et dont il pourrait discuter sur le sujet. Cette association projetée pourrait servir comme bureau central pour les problèmes et les expériences des groupes locaux d'urbanisme dans toutes les parties du pays. Il fut signalé que dans plusieurs cités et villes, ces groupes ont été actifs depuis quelque temps, mais ne jouissent pas de renseignements plus complets sur les progrès réalisés ailleurs dans la mise en oeuvre des plans communautaires.

Le congrès a voté totalement en faveur de l'établissement de l'Association canadienne d'Urbanisme et a approuvé en principe, le projet des règlements de l'Association qui avaient été rédigés par un comité représentatif au cours du congrès. Le premier article du projet de constitution définissait l'objectif de l'Association: "Pour encourager la compréhension du public et sa participation à l'urbanisme au Canada". Des succursales provinciales de l'Association furent planifiées et le Conseil national devait consister principalement en délégués nommés à ce Conseil par les succursales provinciales. On établit les grandes lignes d'un bulletin mensuel sur l'urbanisme au Canada, lequel déclarait ce que les citoyens des diverses communautés

Council was to consist mainly of delegates named to it by these Provincial Branches. A monthly bulletin on community planning in Canada was outlined, which would describe what citizens in various communities could do, and were doing, to size up the needs of their own communities, and to help the professional planners to make of those communities better places to live.

The meeting named provisional national Councilors for the Association, and ended with addresses by Mr. David Mansur, President of Central Mortgage and Housing Corporation, and Jacques Greber, Director of the National Capital Planning Office.

The meeting appointed a Provisional Council consisting of the following persons:

President: R. E. G. Davis, Canadian Welfare Council—Ottawa

Vice-President: John M. Kitchen, National Capital Planning Office—Ottawa

Executive Councillor: N. B. MacRostie, Engineering Institute of Canada—Ottawa

Councillors:

Percy Bengough, Trades & Labour Congress—Ottawa

A. E. K. Bunnell, Ontario Department of Planning and Development—Toronto

P. Allan Deacon, Royal Architectural Institute of Canada—Toronto

R. L. Dobbin, Peterborough Public Utilities Commission—Peterborough

A. J. Hazelgrove, Architect—Ottawa

Stanley Lewis, City Hall—Ottawa

Allan C. Ross, Canadian Construction Association—Ottawa

J. Roxburgh Smith, Architect—Montreal

The By-Laws of the new Association were submitted to the Secretary of State for Canada for approval and on October 15th, 1946 the Association was officially incorporated under Part II of The Companies Act (1934). In addition to the above members of the Provisional Council, Mr. Leslie A. Wright of Montreal and I signed the Charter.

Although my direct connection with the Community Planning Association was discontinued when I left Central Mortgage and Housing in 1950, in my capacity as a Director of the Corporation until last year I have been able to follow the excellent progress which resulted from that early meeting. In my travels across Canada since 1950, I have been very impressed with the practical progress which has been made. It would seem that all augurs well for this important work throughout Canada.

pourraient faire, et feraient, en vue d'établir l'importance des besoins de leurs propres communautés et pour aider les urbanistes professionnels à faire de ces communautés de meilleurs endroits pour la population.

L'assemblée a nommé des conseillers nationaux intérimaires pour l'Association et la réunion s'est clôturée par un discours prononcé par monsieur David Mansur, président de la Société centrale d'hypothèques et de logement, et monsieur Jacques Gréber, directeur du bureau d'Urbanisme de la Capitale nationale.

L'assemblée a nommé un conseil intérimaire composé des personnes suivantes:

Président: R. E. G. Davis, Conseil canadien du Bien-être—Ottawa

Vice-président: John M. Kitchen, bureau d'Urbanisme de la Capitale nationale—Ottawa

Conseiller exécutif—N. B. MacRostie, Engineering Institute of Canada—Ottawa

Conseillers: Percy Bengough, Congrès des Métiers et du Travail—Ottawa

A. E. K. Bunnell, Ontario Department of Planning and Development—Toronto

P. Allan Deacon, Institut royal d'Architecture du Canada—Toronto

R. L. Dobbin, Peterborough Public Utilities Commission—Peterborough

A. J. Hazelgrove, Architecte—Ottawa

Stanley Lewis, Hôtel de Ville—Ottawa

Allan C. Ross, Canadian Construction Association—Ottawa

J. Roxburgh Smith, Architecte—Montréal

Les règlements de la nouvelle Association furent soumis au Secrétaire d'Etat du Canada, pour en obtenir l'approbation et le 15 octobre 1946, l'Association était officiellement incorporée aux termes de la Partie II de la Loi sur les compagnies (1934). En plus des membres susmentionnés du Conseil provisoire, monsieur Leslie A. Wright de Montréal et moi-même, avons signé la charte.

Bien que j'aie cessé d'être directement lié à l'Association canadienne d'Urbanisme lorsque j'ai quitté la Société centrale d'hypothèques et de logement en 1950, en ma capacité de directeur de la Société jusqu'à l'an dernier, j'ai pu suivre le progrès excellent qui a suivi cette première réunion. Dans mes voyages à travers le Canada depuis 1950, je fus très impressionné par le progrès pratique qui a été réalisé. Il semblerait que l'affaire s'annonce bien pour ce travail important dans tout le Canada.

FOUNDING FATHERS OF CPAC PERES FONDATEURS DE L'ACU

Alan Armstrong

Executive Officer, Canadian Council on Urban and Regional Research

In 1964 as we are reminded of the conferences that led to Confederation, we are prompted also to recall those that lay at different times behind particular Canadian institutions, including this Association. Who were our first 'cabinet-makers'? The roots of citizen organization for the improvement of our cities go back two-thirds of a century: to the Chicago World's Fair of 1893 and the British Garden City enthusiasts. These inspired movements like the City Improvement League of Montreal and the Civic Guild of Toronto at the opening of the century. A national conference of citizens' improvement leagues was held in Winnipeg in 1916. The Town Planning Institute of Canada (which originally was open to any interested amateur) held its first meetings in 1919. Some links extend from those events to the CPAC of 1964. A great depression and a world war intervened; what then were the final steps making for incorporation of the Association in 1946?

Most of the steps were listed by Mr. Alan Deacon (a member of CPAC's first provisional Council) in the JOURNAL of the Royal Architectural Institute of Canada for November 1946. The Town Planning Insti-

En 1964, par le rappel des conférences qui ont amené la Confédération, il nous vient à l'esprit également celles qui à des temps différents, resposent à la base d'institutions canadiennes particulières, y compris notre Association. Qui étaient nos premiers ébénistes? Les racines de l'organisation de citoyens pour l'amélioration de nos cités se reportent en arrière aux deux-tiers d'un siècle: à la foire universelle de Chicago de 1893 et aux enthousiastes de la British Garden City. Ceux-ci ont inspiré des mouvements tels que la Ligue de l'amélioration de la cité de Montréal et la Civic Guild de Toronto, au début du siècle. Une conférence nationale des ligues d'amélioration des citoyens fut tenue à Winnipeg en 1916. L'Institut d'Urbanisme du Canada (qui à l'origine était ouvert à tout amateur intéressé) a tenu sa première réunion en 1919. Certains liens se sont prolongés de ces événements jusqu'à l'ACU de 1964. Une grande dépression et une guerre mondiale sont intervenues; quels étaient alors les derniers pas à faire vers l'incorporation de l'Association en 1946?

La plupart des mesures furent énumérées par monsieur Alan Deacon (membre du premier Conseil provisoire de l'ACU) dans le JOURNAL de l'Institut royal d'Architecture du Canada, de novembre 1946. L'Institut d'Urbanisme avait dépéri au cours de la décennie de 1930 en dépit des efforts héroïques de son secrétaire (monsieur John Kitchen d'Ottawa, premier vice-président de l'ACU) pour que l'Institut restât vivant. En 1940, des architectes de Toronto ont insisté pour qu'il y eut un renouvellement de leur institut-frère; dès 1944, l'IRAC avait nommé deux de ses chefs d'Ottawa (monsieur A. J. Hazelgrove et monsieur William Abra) dans le but de collaborer avec monsieur Kitchen et les membres du Conseil de l'Engineering Institute of Canada pour écrire à tous les membres connus de l'Institut d'Urbanisme, sur le sujet. Le président de l'IRAC (monsieur Forsey Page) a rendu visite à plusieurs d'entre eux au cours de sa randonnée à travers le pays cette année là. Quelques mois plus tard, certains de ces délégués rendirent visite au sous-secrétaire d'Etat pour discuter de l'état de la charte. Ces efforts, cependant, étaient destinés principalement à réorganiser les praticiens professionnels en urbanisme d'un bout à l'autre du Canada.

Pendant ce temps, un nombre croissant de Canadiens étaient devenus convaincus que le boom de construction d'après-guerre ne pouvait être organisé avec succès



Alan Armstrong, first executive Director of CPAC.

tute had dwindled in the 1930's in spite of the brave effort of its Secretary (Mr. John Kitchen of Ottawa, first Vice-President of CPAC) to keep the TPIC charter alive. In 1940, Toronto architects urged revival of their brother-Institute; by early 1944 the RAIC had deputized two of its Ottawa leaders (Mr. A. J. Hazelgrove and Mr. William Abra) to co-operate with Mr. Kitchen and officers of the Engineering Institute of Canada in writing to all known members of the Town Planning Institute on the subject. The President of the RAIC (Mr. Forsey Page) called on many of them during his tour across the country in that year. A few months later some of these delegates called on the Undersecretary of State to discuss the status of the TPIC charter. These efforts, however, were mainly aimed at re-organizing the professional practitioners of planning across Canada.

Meanwhile a growing number of Canadians had become convinced that the postwar building boom could be handled successfully only if a wide popular grasp of the aims and methods of city planning could be cultivated. Lack of public understanding was seen to be a cause of failure of ambitious prewar planning and housing proposals for Vancouver, Calgary, Winnipeg, Toronto, Ottawa, Halifax and other cities. This lesson was plain to the authors of the 1932 Halifax Citizens' Committee (including Dr. S. H. Prince), to those working in Quebec City (including Dr. Emile Nadeau), to the Housing Committee headed by Dr. Herbert Bruce in Toronto and to their co-workers in every centre to the Pacific coast. Public knowledge of these matters was a prime aim of the prewar National Housing Association (Secretary, Mr. Humphrey Carver), which conducted exhibitions, conferences, radio series and other educational efforts.

In 1944 several of our universities were running extension courses in planning and housing, in which these same leaders took part. The Government at Ottawa had an Advisory Committee on Reconstruction at work under Dr. Cyril James; and in March 1944 the *Report* was published of its Subcommittee on Housing and Community Planning. That Subcommittee was chaired by Professor Curtis of Queen's University and included among its members other university people and 'missionaries' such as Dr. Prince of Halifax, Father Richard and Mr. George Mooney of Montreal, and (until his death) Mr. Ralph Ham of Winnipeg. Its Research Adviser was Dr. Leonard Marsh. The *Report* quoted extensively from British and U.S. experience; it recommended a Federal Town Planning Authority with important informational duties and said that measures at every level of government "will not be

que s'il était possible de cultiver une meilleure compréhension populaire des objectifs et des méthodes de l'urbanisme. L'absence de compréhension publique était considérée comme une cause du non-financement des propositions ambitieuses d'avant-guerre en urbanisme et en logement pour Vancouver, Calgary, Winnipeg, Toronto, Ottawa, Halifax et d'autres cités. Cette leçon fut évidente aux auteurs du 1932 Halifax Citizens' Committee (y compris le docteur S. H. Prince), à ceux qui travaillaient dans les cités de Québec (y compris le docteur Emile Nadeau), au comité sur le logement sous l'égide du docteur Herbert Bruce à Toronto et à leurs co-travailleurs dans chaque centre de la Côte du Pacifique. La connaissance publique de ces sujets était le but primordial de l'Association nationale du logement d'avant-guerre (secrétaire, monsieur Humphrey Carver), qui était à la tête d'expositions, de congrès, de séries de radio et d'autres efforts instructifs.

En 1944, plusieurs de nos universités donnaient des cours de popularisation en urbanisme et en logement, auxquels ces mêmes chefs prenaient part. Le gouvernement à Ottawa avait un Comité consultatif sur la reconstruction, sous l'égide du docteur Cyril James; et en mars 1944, le *Report* était publié au sujet de son sous-comité sur le logement et l'urbanisme. Ce sous-comité était présidé par le professeur Curtis de Queens et comptait parmi ses membres, d'autres personnes d'universités et des "missionnaires" tels que le docteur Prince de Halifax, le Père Richard et monsieur George Mooney de Montréal, et (jusqu'à sa mort) monsieur Ralph Ham de Winnipeg. Son conseiller en recherche était le docteur Leonard Marsh. Le *Report* citait en grande partie des annales de l'expérience d'Angleterre et des États-Unis; il recommandait qu'une commission fédérale d'urbanisme soit fondée avec des fonctions importantes de promulgation d'information et disait que des mesures à chaque niveau de gouvernement "ne seraient pas mises en oeuvre sans être appuyées par des mouvements parallèles d'instruction et de collaboration chez tous les membres des communautés intéressées". (Incidentement, ce *Report* a marqué l'adoption officielle au Canada de la phrase "community planning".) A ce moment précis, un comité gouvernemental présidé par Brian Dunfield mesurait les tâches d'après-guerre en logement et en urbanisme, à Terre-Neuve.

Le Parlement a pris le rapport Curtis sérieusement et dans les 6 mois, avait passé la Loi nationale sur l'habitation qui, à la Partie V, offrait une aide pour la "dissémination de renseignements . . . la compréhension et l'adoption de plans communaux". La Loi de 1944 dit que le Ministre peut "faire préparer et distribuer de

implemented without parallel movements of education and co-operation among all the members of the communities concerned". (Incidentally, this Report marked the official adoption in Canada of the phrase 'community planning'.) At exactly the same time, a government committee presided over by Brian Dunfield was taking the measure of postwar housing and planning tasks in Newfoundland.

Parliament took the Curtis Report seriously and within six months had passed the National Housing Act, which in Part V offered assistance in "the distribution of information leading to . . . the understanding and adoption of community plans". The 1944 Act said the Minister might "cause information to be prepared and distributed and public lectures to be delivered" for these purposes. Twenty years ago there was much confidence that the knowledge already existed with which to fashion a brave new world after the war; by spreading this knowledge widely, so many people would come to see where their community interests lay that governments would of course collaborate in realizing popular aspirations.

To lay the groundwork for this postwar collaboration, the Government of Canada called a series of Dominion-Provincial Conferences in 1945 and 1946. In the Federal proposals laid before that of August 1945 there was a long passage on Community Planning, concluding: "In particular the Dominion is prepared to support in principle the establishment of a community planning institute for Canada . . . for the co-ordination of planning and action in this field on a continuing basis." Unfortunately the nine Premiers disagreed and went home before they reached this item on their agenda.

However the governments of Canada and the provinces obviously had to meet again, and this Federal proposal had not gone unnoticed. For instance, a letter in the October 1945 issue of the RAIC JOURNAL alerted the profession to this support for a community planning institute and asked that the offer "be taken up promptly". By the time the Dominion-Provincial Conference resumed in early 1946, the interested professional bodies (represented by Messrs. A. J. Hazelgrove, J. M. Kitchen, Austin Wright and N. B. MacRostie) were ready with a brief of endorsement which was "presented and well received". This Conference held one of its meetings surrounded by a display financed under the N.H.A. and demonstrating what could be done for an Ottawa district by a combination of rebuilding and rehabilitation. The process exhibited would nowadays be called 'urban renewal'; and Ottawa's first renewal project is only now beginning in the same district!

la documentation et faire prononcer des conférences publiques" à ces fins. Il y a 20 ans, on était très confiant qu'il existait déjà des connaissances qui permettraient de façonner un nouveau monde après la guerre; en disséminant ce fait partout, tellement de personnes viendraient à comprendre où reposent les intérêts de leurs communautés, que les gouvernements collaboreraient sans doute à réaliser ces aspirations populaires.

Pour préparer la fondation de cette collaboration d'après-guerre, le gouvernement du Canada a convoqué une série de conférences fédérales-provinciales en 1945 et en 1946. Dans les propositions fédérales déposées devant celle du mois d'août 1945, il y avait un long passage sur l'urbanisme, qui concluait: "En particulier, le Dominion est prêt à appuyer en principe l'établissement d'un institut d'urbanisme pour le Canada . . . pour la coordination de la planification et des mesures prises dans ce domaine sur une base ininterrompue". Malheureusement, les neuf premiers ministres étaient en désaccord et ils sont rentrés avant d'avoir atteint ce point particulier de l'ordre du jour.

Cependant, les gouvernements du Canada et les provinces devaient se rencontrer de nouveau et cette proposition fédérale n'est pas passée inaperçue. Par exemple, une lettre dans le numéro d'octobre de 1945 du JOURNAL de IRAC, *invitait* l'appui de la profession en vue d'obtenir un institut d'urbanisme et demandait que l'offre "soit acceptée sans délai". Au moment où la conférence fédérale-provinciale était re-convoquée tôt en 1946, les corps professionnels intéressés (représentés par messieurs A. J. Hazelgrove, J. M. Kitchen, Austin Wright et N. B. MacRostie) avaient en mains une soumission d'endossement qui fut "présentée et bien reçue". Cette conférence a tenu une de ses réunions parmi un étalage financé aux termes de la LNH et démontrant ce qui pourrait être fait pour un district d'Ottawa par le truchement d'une reconstruction et d'une réhabilitation combinées. Le procédé exposé alors, s'appelle aujourd'hui 'rénovation urbaine'; et le premier projet de rénovation d'Ottawa ne fait que commencer dans le même district.

Pour traiter avec les besoins pressant de logement d'après-guerre, le gouvernement avait, vers le fin de 1945, créé la Société centrale d'hypothèques et de logement et les signataires de la requête furent dirigés vers cet organisme. Les représentants des architectes, des ingénieurs, des arpenteurs et des urbanistes se présentèrent tout d'abord au premier vice-président de la SCHL (le major-général Hugh Young). Ils ont convenu qu'il était plus urgent de disséminer des renseignements instructifs que de raviver un groupe

To deal with the rush of postwar housing activity, the Government had, in late 1945, created Central Mortgage and Housing Corporation, and the petitioners were referred to that agency. The representatives of the architects, engineers, surveyors and town planners called upon the first Vice-President of CMHC (Maj. Gen. Hugh Young). They agreed that an educational effort was more urgent than the revival of a narrowly professional group and were encouraged by his response. But it was made plain that the proposal for a new community planning society had first been made to the Provinces, and the Federal authorities could not further support it without provincial concurrence. CMHC officials were quite willing to help convene a meeting to explore the reactions of other governments and institutions.

So it was that in the spring of 1946 letters over the signature of Rt. Hon. C. D. Howe went out to all the Premiers of the Provinces and to the presidents of many national institutes and associations, inviting them to a conference in Ottawa in mid-June to consider what should be done to promote public understanding of community planning. Organized labour, the Federation of Mayors and the Welfare Council were among the bodies invited to send representatives.

The names of the 50 Canadians who came and the record of what was said are preserved by CPAC. General Young was conference chairman and Mr. Howe gave the opening address. A few mishaps, however, are not on the record. The weather was unusually hot, and one Atlantic delegate fainted while

étroitement professionnel; cette réponse les encouragea. Mais, il fut évident que la proposition d'une nouvelle société d'urbanisme avait été tout d'abord faite aux provinces et que les autorités fédérales ne pouvaient l'appuyer davantage sans le concours des provinces. Les autorités de la SCHL étaient très disposées à convoquer une assemblée pour étudier les réactions des autres gouvernements et institutions.

Ce fut alors au printemps de 1946 qu'une lettre signée du très honorable C. D. Howe, devait être adressée à tous les premiers ministres des provinces et aux présidents de plusieurs instituts et associations nationaux, les invitant à une conférence à Ottawa pour la mi-juin, afin d'examiner ce qui pourrait être fait pour encourager la compréhension de l'urbanisme par le public. La main-d'oeuvre organisée, la Fédération des Maires et le Conseil de Bien-être étaient parmi les corps politiques invités à envoyer des représentants.

Le nom des 50 canadiens qui sont venus et les minutes de ce qui fut dit sont conservés par l'ACU. Le général Young a présidé la conférence et monsieur Howe a présenté une causerie d'ouverture. Il y eut quelques mésaventures, toutefois, qui ne sont pas en dossier. La température était très chaude et un délégué de l'Atlantique s'est évanoui alors qu'il s'adressait à l'assemblée. Un délégué de l'Ouest s'est fracturé une jambe pendant le voyage à Ottawa. Le jour choisi était absolument le même que celui qui fut choisi pour une réunion à Halifax pour raviver la National Housing Association, retenant ainsi le docteur Prince et quelques autres. Cependant, on a rapidement convenu qu'un



speaking to the conference. A Western delegate broke his leg on the journey to Ottawa. The day chosen was identical with that set for a meeting in Halifax to revive the National Housing Association, thus preventing the presence of Dr. Prince and some others. However there was quick agreement that a new citizen body was needed, and a subcommittee under Mr. Arthur Bunnell of Ontario was struck to draft by-laws. As has happened so many times, this subcommittee worked through the sticky night and reported next day. A provisional Council was elected with Mr. R. E. G. Davis as President and action was taken to incorporate the Community Planning Association of Canada and to launch its program of activities. Its objective was first cast "to foster public understanding of and public participation in community planning in Canada". (The commas around the *participation* phrase were borrowed from the next day's press report and are thus the gift to CPAC of Mr. Blair Fraser.)

By the fall of 1946, the Association was an organization on paper, with a Council of devoted volunteers, a secretary and office space in Ottawa lent by CMHC, and little else. Before it had received its charter of incorporation, the Member Number One had mailed in his fee; he was Magistrate Thomson of Swift Current, Sask. By the spring of 1947 the Association was producing its monthly bulletin *LAYOUT FOR LIVING* and had formed groups of lay members in cities across the country. It is not possible to name all those who helped bring about this initial organization; many of them were the provincial planning officers and professionals who came to the first conference. While firmly insisting that this was to be a society for non-professionals, they did all they could to ensure its success. In 1949 the professionals had their own Institute going again, and soon amended its by-laws to clarify its difference in aim from this new citizens' Association.

The first Branch and Divisional leaders of CPAC included Robert Donald and Ira MacNab in Halifax; Pembroke Fowler in Saint John and Blaine Pugh in Fredericton; John Connolly in Charlottetown; André Duval, Eugene Chalifour and Dr. Nadeau in Quebec; Antonio Lalonde, Aimé Cousineau and George Mooney in Montreal; Matthew Lyons, Eric Thrift, Harry Beresford, C. F. Greene, Elsie Shepherd and Monica McQueen in Winnipeg; Stewart Young, George Cadbury and L. A. Thornton in Regina; Cecil Burgess and Jack Holloway in Edmonton; Jack Lamb in Calgary; Alexander Walker and Frank Buck in Vancouver; John Gawthrop, Andrew Graham and

nouveau corps de citoyens était nécessaire et un sous-comité sous monsieur Arthur Bunnell d'Ontario reçut instruction de rédiger les règlements. Comme il est arrivé souvent, ce sous-comité a travaillé toute la nuit chaude durant et a fait rapport le jour suivant. Un conseil provisoire fut élu sous la présidence de monsieur R. E. G. Davis, et des mesures furent prises pour incorporer l'Association canadienne d'Urbanisme et lancer son programme d'activité. Son objectif fut tout d'abord lancé "pour encourager la compréhension de l'urbanisme au Canada par le public, et sa participation". (Les virgules à chaque extrémité de la phrase de participation furent empruntées du rapport de la presse le jour suivant et sont ainsi le cadeau à l'ACU de monsieur Blair Fraser.)

À l'automne de 1946, l'Association était un organisme sur papier doté d'un conseil de volontaires dévoués, d'un secrétaire et d'un espace de bureaux à Ottawa, prêté par la SCHL et à peu près rien de plus. Avant de recevoir sa charte d'incorporation, le premier membre avait posté sa cotisation; il s'agissait du Magistrat Thomson de Swift Current, Sask. Dès le printemps de 1947, l'Association publiait son bulletin mensuel *LAYOUT FOR LIVING* et avait formé des groupes de profanes dans les cités d'un bout à l'autre du pays. Il n'est pas possible de nommer tous ceux qui ont contribué à réaliser cette organisation initiale; plusieurs d'entre eux étaient des préposés provinciaux à l'urbanisme et des professionnels qui sont venus à la première conférence. Bien qu'on ait insisté avec fermeté qu'il s'agissait là d'une société pour les non-professionnels, ils ont fait tout ce qu'ils ont pu pour en assurer le succès. En 1949, les professionnels avaient redonné la vie à leur institut et bientôt, ils avaient modifié leurs règlements pour clarifier la différence d'objectif de cette nouvelle association de citoyens.

Les premiers chefs de succursale et de division de l'ACU comprenaient Robert Donald et Ira MacNab de Halifax; Pembroke Fowler à Saint-Jean et Blaine Pugh à Fredericton; John Connolly à Charlottetown; André Duval, Eugène Chalifour et le docteur Nadeau à Québec; Antonio Lalonde, Aimé Cousineau et George Mooney à Montréal; Matthew Lyons, Eric Thrift, Harry Beresford, C. F. Green, Elsie Shepherd et Monica McQueen à Winnipeg; Stewart Young, George Cadbury et L. A. Thornton à Regina; Cecil Burgess et Jack Holloway à Edmonton; Jack Lamb à Calgary; Alexander Walker et Frank Buck à Vancouver; John Gawthrop, Andrew Graham et Cuthbert Holmes à Victoria. À Toronto, une réunion publique sous la présidence du professeur George Grant, à la suite d'une radiodiffusion du *Citizens Forum* sur le logement, avait



Mr. R. E. G. Davis, first National President of CPAC.

(Photo: T. V. Little)

Cuthbert Holmes in Victoria. In Toronto, a public meeting chaired by Professor George Grant, following a *Citizens Forum* broadcast on housing, had led in 1944 to the formation of the Citizens' Housing and Planning Association, with Harold Clark as President and Bessie Luffman among its officers. In 1947, having led the first successful fight for municipal low-rental housing, this Association agreed to ally its forces with CPAC. CMHC officials played solid supporting roles in every region.

It was along lines foreseen by these people, and many like them, that CPAC was shaped 18 years ago. It is time to pay tribute to them and to the memories of many among them. They say (to quote from their first bulletin) that "social and financial problems for our communities of 1966 were being posed at an appalling rate". In his retiring address, the first President of the Association said: "A voluntary agency like ours has the advantage of being able to look at the human interests of Canadian(s) . . . in broad daylight, rather than through a narrow casement of institutional or departmental interests. Ours is also the opportunity and the obligation to build up the public understanding and agreement that are necessary before (legislators) can take some new step forward . . . (We are) peculiarly equipped to unravel what have been called the *exploratory* strands in Canadian society." The Association will advance effectively so long as we remain clear about the part we have to play, as were the founders of CPAC in the 1940s.

conduit en 1944 à la formation de la Citizens' Housing and Planning Association, dont Harold Clark était le président et qui comptait Bessie Luffman parmi ses directeurs. En 1947, ayant fait la première lutte réussie pour obtenir des logements municipaux à bas loyer, cette Association a convenu de se rallier à l'ACU. Des représentants de la SCHL ont joué un grand rôle d'appui dans chaque région.

C'est selon les prévisions de ces personnes et de plusieurs comme elles, que l'ACU fut formée il y a 18 ans. Il est temps de leur rendre hommage ainsi qu'à la mémoire de plusieurs d'entre elles. Elles ont vu (pour citer leur premier bulletin) que les "problèmes sociaux et financiers pour nos communautés de 1966 se posaient à un rythme effroyable". Dans son dernier discours, le premier président de l'Association disait: "Un organisme volontaire comme le nôtre a l'avantage de pouvoir considérer les intérêts humains des Canadiens . . . au grand jour, plutôt que dans le cadre étroit des intérêts des institutions ou des ministères. Nous avons également l'occasion et l'obligation d'exciter la compréhension par le public, et son concours, lesquels sont nécessaires avant que les (législateurs) puissent faire un pas de l'avant. . . . (Nous sommes) munis étrangement de ce qui est nécessaire pour démêler ce qui a été appelé les brins d'*exploration* dans la société canadienne". L'Association progressera efficacement tant que nous saurons clairement le rôle que nous devons jouer comme le savaient les fondateurs de l'ACU dans la décennie de 1940.

THE SECOND THREE YEARS

W. Harold Clark

Chairman, City of Toronto Planning Board

The period of this review starts on October 7th, 1949 and ends on September 12th, 1952. It was between those dates that I was privileged to serve the Community Planning Association of Canada as its National President, and it is my responsibility to record the history of the Association during my term of office.

Reading the minutes, reviewing past literature, recalling former incidents, remembering old faces is a happy experience, an exhilarating but frustrating task. Minutes tell in crisp, official language the course decided upon or the action taken, but they say nothing about the excitement of the moment, the lively debates, the deep concerns, the long hours that preceded decisions. Articles remind us of the problems that were faced—some turned out not to be problems at all, some were solved, others are still with us. The faces? Some were strong and stoic, others were very expressive; some indicated a zest for life, others were resigned to disappointment; but they all belonged to people, men and women from the east and west and many places in between. And what is history if not a record of people, their thoughts, their frustrations, their resolves, their actions. But while I may mention some names, as I proceed, I cannot give credit, except collectively, to many more who gave unstintingly of their efforts, their abilities and without whose interest and dedication this page would remain blank.

Then too, as one who has been convenor of a local Branch and chairman of a provincial Division, I am acutely aware of the fact that the real history of the CPAC is not to be found exclusively, or even largely, in National Council minutes and publications. It will be discovered in hundreds of interviews across the country, with branch and divisional officers, with newspaper reporters and editors, with municipal and provincial government officials, with social workers and with those people who have a professional interest in housing and planning. It will be found, too, in thousands of documents, publications, newspaper reports and editorials and copies of speeches, many of which had their origin and inspiration in CPAC offices in several provinces or with members sitting around a living room or a restaurant table. Many of these records never reached the National Office and undoubtedly are now part of Division or Branch records, or are filed in folders or cabinets of individual members.

La période de la présente revue commence le 7 octobre 1949 pour se terminer le 12 septembre 1952. C'est au cours de cette période que j'ai eu le privilège de servir l'Association canadienne d'Urbanisme en fonction de président national et il m'incombe de rédiger l'histoire de l'Association pendant mon terme en fonction.

En lisant les minutes, en examinant les publications du passé, en rappelant les incidents qui se sont déroulés, en me rappelant des figures d'autrefois, je revis une expérience heureuse, une tâche émoustillante mais frustrante. Les minutes racontent en langage officiel et précis, la ligne de conduite adoptée ou l'action prise, mais elles ne disent rien de l'excitation du moment, des débats actifs, du souci profond, des longues heures qui ont précédé les décisions. Les articles nous rappellent les problèmes qu'il fallait envisager—dont certains ne furent pas éventuellement des problèmes du tout, certains furent résolus et d'autres sont encore avec nous. Les figures? Certaines étaient fortes et stoïques, d'autres très expressives; certaines étaient remplies d'énergie, d'autres étaient résignées au désappointement; mais elles appartenaient toutes à des personnes, des hommes et des femmes de l'Est et de l'Ouest et de plusieurs endroits entre les deux. Et en quoi consiste l'histoire sinon en un dossier de personnes, de leurs pensées, de leurs frustrations, de leurs résolutions, de leurs actions. Même si je mentionnais quelques noms dans ces lignes, je ne peux accorder de crédit sauf collectivement à beaucoup d'autres qui ont constamment participé par leurs efforts et leurs habiletés, et sans l'intérêt et la dédication desquels cette page resterait blanche.

Aussi, à titre de convocateur d'une succursale locale et président d'une division provinciale, je suis parfaitement au courant du fait que l'histoire réelle de l'ACU ne se trouve pas exclusivement ou même vaguement dans les minutes et les publications du Conseil national. On la découvrira dans des centaines d'interviews d'un bout à l'autre du pays avec les officiers de succursale et de division, avec les reporters et les rédacteurs de journaux, avec les représentants des gouvernements municipal et provincial, avec les travailleurs sociaux et avec ces personnes qui ont un intérêt professionnel dans le logement et la planification. On la trouvera également dans des milliers de documents, de publications, de rapports et d'éditoriaux de journaux et de copies de discours dont plusieurs ont eu leur origine et leur inspira-

Without the benefit of wide-ranging research and within the limits of time, material and space available, I can only discharge my obligation by recounting some of the major concerns and decisions of the National Council, and by relating some of its activities which had their counterparts on the local or provincial scene. What follows will be based partly on records and partly on memory. It may not concentrate on what the individual reader considers "significant" or "important", but it will record how the National Council spent much of its time, energies and money, and perhaps to some readers this will be interesting; and now. . . .

It is three o'clock in the morning, and the CPAC is still celebrating its third birthday. At least Alan Armstrong, the indefatigable Executive Director, has not yet gone to bed, and there are one or two tired, sleepy and worried colleagues still in his room. Humphrey Carver may still be there; I am not sure, but I do recall seeing him—his full 6 feet 3, or whatever it is—stretched out on the bed, around midnight, apparently asleep, but always awake and alert when the rest of us were too mentally fatigued to think of the right word or phrase. And then from the bed, from that inert figure, seemingly asleep, would come the synthesis that would start pencils scratching again.

I do not think that Alan Armstrong ever did go to bed that night, as when the newly elected President left for his room and a sleeping pill, a hundred sheets of paper, many pencil stubs and an overflowing waste paper basket could hardly be called a "programme for action". And yet, when the Winnipeg Conference

tion dans les bureaux de l'ACU dans plusieurs provinces, et avec des membres assis dans un vivoir ou autour d'une table de restaurant. Plusieurs de ces dossiers n'ont jamais atteint le Bureau national et font indubitablement partie maintenant des dossiers de division ou de succursale, ou sont classés dans des dossiers ou des armoires de membres particuliers.

Sans le bénéfice de recherche étendue et dans les limites du temps, de la matière et de l'espace disponible, je ne puis m'acquitter de ma tâche qu'en racontant certains des soucis principaux et des décisions du Conseil national et en rapportant une certaine partie de son activité qui a eu sa contre-partie à l'échelle locale ou provinciale. Ce qui sera fondé en partie sur les dossiers et en partie sur mes souvenirs. Ce récit peut bien ne pas insister sur ce que le particulier croit être significatif ou important, mais il rapportera comment le Conseil national a passé une grande partie de son temps, de son énergie et de son argent, et peut-être que, pour certains lecteurs, ce récit sera intéressant; et voilà

Il est trois heures du matin et l'ACU célèbre encore son troisième anniversaire. Au moins Alan Armstrong, l'infatigable directeur exécutif, n'est pas encore au lit et il y a encore un ou deux collègues fatigués, inquiets et qui ont sommeil, qui sont encore dans sa chambre. Humphrey Carver peut bien être encore là; je ne suis pas certain mais je me souviens de l'avoir vu—avec ses 6 pieds. 3 pouces ou quelque chose du genre—étendu sur le lit autour de minuit, apparemment endormi, mais toujours éveillé et alerte, alors que les autres étaient trop fatigués mentalement pour penser aux bons mots ou à la bonne phrase. Et alors, du lit, de ce corps inerte,



reconvened at 9 a.m. on Saturday morning, October 8th, 1949, each delegate was handed a clear, concise statement entitled, "A Programme of Action for 1950".

That statement, which, after the most searching inquiry and full discussion, was adopted by the delegates became a "blue print" for citizen action in the field of housing during 1950 and the next two years.

One may wonder why a citizens' conference on planning, where housing *per se* did not appear on the programme as the major ingredient, should concentrate its recommendations in a ringing declaration for action on housing matters within, it is true, the context of planned communities. There are, I believe, two answers. The first is that CPAC since its inception had been concerned about the quality and design of the residential environment and about the lack of legislation and finances to provide adequately for the needs of those people who, through their own resources, were unable to buy or rent satisfactory housing. The second reason was the statement made by the federal minister of Reconstruction and Supply (Hon. Robert H. Winters) on government housing policy just a few days before the conference began. The new federal legislation forecast in the Minister's statement was a positive and constructive approach to some of Canada's housing problems. The statement indicated major amendments to the National Housing Act which, among other things, would open the way for federal-provincial sharing of costs, profits and losses for the assembly of land and the construction of low rental housing units. Several changes proposed had been persistently and vigorously advocated by many people across Canada, several of whom (like Leonard Marsh and Peter Stratton of Vancouver, Major W. E. Tibbs of Halifax, Mrs. H. L. Luffman, Alan Deacon and Dr. Albert Rose of Toronto, and R. E. G. Davis of Ottawa), were present at the Winnipeg Conference.

The "action declaration" which stated with clarity and force the views of the Conference, was specific in its recommendations to the National Council, to Provincial Divisions and to local Branches. As a result of a concerted drive for specific and clearly defined objectives, several provinces passed complementary and enabling legislation, and many municipalities were stirred to action.

Housing, and specifically subsidized low rent housing, then continued as a major preoccupation of the CPAC in 1950-51-52. But what else added to that frustration and exhilaration, to the lively debates and deep concerns that were mentioned earlier?

apparemment endormi, émanerait la synthèse qui ferait couler l'encre de nouveau.

Je ne crois pas qu'Alan Armstrong ait jamais pris le lit ce soir-là parce que, lorsque le nouveau président élu est rentré dans sa chambre et a pris un somnifère, des centaines de feuilles de papier, plusieurs bouts de crayon et un panier à ordures débordant pouvaient à peine être appelés "un programme d'action". Et malgré tout, lorsque la conférence de Winnipeg était convoquée de nouveau à 9 a.m., le samedi matin, 8 octobre 1949, on a remis à chaque délégué une déclaration claire et concise intitulée "Un programme d'action pour 1950".

Cette déclaration qui, après avoir été examinée à fond et discuter dans tous les sens, fut adoptée par les délégués, devint un "bleu" d'action par les citoyens dans le domaine du logement, au cours de 1950 et des deux années qui suivirent.

On peut bien se demander pourquoi une conférence de citoyens sur l'urbanisme où le logement "per se" n'était pas à l'agenda comme le principal ingrédient, devrait concentrer ses recommandations dans une déclaration retentissante d'action en matière de logement dans le contexte, il est vrai, de communautés planifiées. Il y a, je crois, deux réponses. La première est que l'ACU depuis ses débuts, s'est souciée de la qualité et de la présentation du voisinage résidentiel, et de l'absence de législation et de finances pour répondre suffisamment aux besoins de ces personnes qui, par leurs propres ressources, étaient incapables d'acheter ou de louer un logement satisfaisant. La seconde raison fut la déclaration faite par le Ministre fédéral de la Reconstruction et des Approvisionnements (l'honorable Robert H. Winters) sur la politique gouvernementale sur le logement, quelques jours avant l'ouverture de la conférence. La nouvelle législation fédérale prévue dans la déclaration du ministre, était une approche positive et constructive à certains problèmes du logement au Canada. La déclaration indiquait que des modifications majeures seraient apportées à la Loi nationale sur l'habitation, qui, entre autres choses, arrêterait des dispositions pour le partage fédéral-provincial des coûts, des bénéfices et des pertes dans l'aménagement de terrain et la construction d'unités de logement à bas loyer. Plusieurs changements projetés avaient été préconisés avec persistance et vigueur par plusieurs personnes d'un bout à l'autre du Canada, dont plusieurs (comme Leonard Marsh et Peter Stratton de Vancouver, le major W. E. Tibbs de Halifax, madame H. L. Luffman, Alan Deacon et le docteur Albert Rose de Toronto et R. E. G. Davis d'Ottawa) étaient présents à la conférence de Winnipeg.

It would be difficult, except in tabular form, to deal with them in chronological sequence. One subject, for example, that was debated time and time again at National Council meetings, at divisional and local executive sessions was that of finance. Geography, government structure, location of centres of population, tradition, the BNA Act and other considerations tend to divide us as a nation into regions and to turn us as individuals into something resembling a schizocarp—one part being true-blue federal, one part orange-tinted provincial, and one green-eyed local. Nowhere is this divided loyalty more pronounced than in the allocation of funds—unless it is in the area of biculturalism and bilingualism!

I don't know whether the CPAC has succeeded in resolving this dilemma of needs vs. resources. I do know, however, that equitable financial sharing is a common problem with many voluntary organizations which are national in scope and which have regional or local divisions. Such organizations are usually represented at the national level by a relatively small board, that meets perhaps infrequently, while in the field hundreds, and at times thousands, of dedicated individuals are working most effectively to correct local situations. When face to face with human distress it is difficult to be philosophical and to concede that long term national education is more desirable than immediate local action. And, in specific instances, who knows whether a dramatic local demonstration may not, by example, be more effective than the slower process of general adult education. In any event, for the CPAC, growth accentuated rather than solved the financial problem. Consequently, ad hoc arrangements were made today and changed tomorrow to meet the ever-changing situation.

Anyone who has served on the governing body of

New CPAC Councillors elected at the National Citizens Planning Conference in Winnipeg, Oct. 6-8, 1949. Seated left to right: J. Antonio Lalonde, Montreal (Vice-Pres.); W. Harold Clark, Toronto (Pres.); P. Alan Deacon, Toronto; Mrs. H. L. Luffman, Toronto. Standing: W. E. Tibbs, Halifax; Humphrey Carver, Ottawa; R. E. G. Davis, Ottawa; Jean Cimon (former co-director). (Photo: Harold K. White)

La "déclaration d'action" qui énonçait avec clareté et force, les vues de la conférence, était spécifique dans ses recommandations au Conseil national, aux divisions provinciales et aux succursales. Comme résultat d'un effort concerté en vue d'établir des objectifs spécifiques et clairement définis, plusieurs provinces ont passé une législation complémentaire et habilitante, et plusieurs municipalités ont été stimulées à l'action.

Le logement, et spécifiquement le logement à bas loyer subventionné, fut alors poursuivi comme une préoccupation majeure de l'ACU en 1950-51-52. Mais qu'est-ce qui s'ajoutait à la frustration et à la gaieté, aux débats actifs et aux soucis profonds que je mentionnais plus tôt?

Il serait difficile, sauf sous forme de tableau, d'en traiter dans un ordre chronologique. Un sujet, par exemple, qui fut débattu maintes fois aux réunions du Conseil national, aux sessions exécutives de division et de succursale, fut celui de la finance. La géographie, la structure gouvernementale, l'emplacement des centres de population, la tradition, l'Acte de l'Amérique Britannique du Nord, et d'autres considérations tendent à nous diviser comme nation en régions et à faire de nous comme particuliers, quelque chose qui ressemble à un schistocarpe—une partie étant fédérale d'un bleu pur, une partie provinciale, de teinte orange, et une partie locale, aux yeux verts. Nulle part cette loyauté divisée est-elle plus prononcée que dans l'allocation des fonds—sauf, il va sans dire, s'il s'agissait du secteur du biculturalisme et du bilinguisme!

Je ne sais pas si l'ACU a réussi à résoudre ce dilemme des besoins contre les ressources. Je sais cependant, qu'un partage financier équitable est un problème commun auprès de plusieurs organismes volontaires de portée nationale avec des divisions régionales ou locales. Ces organismes sont habituellement représentés au niveau national par une commission relativement petite qui se réunit peut-être inféremment alors que, à l'échelle locale, des centaines et parfois des milliers de particuliers dédiés, travaillent très efficacement pour rectifier des situations locales. Alors que nous sommes face à face avec les difficultés humaines, il est difficile d'être philosophe et de concéder qu'une éducation nationale à longue échéance est plus désirable qu'une action locale immédiate. Et, dans des cas spécifiques, qui sait si une démonstration dramatique locale ne pourrait pas par exemple être plus efficace que le procédé plus lent de l'éducation générale des adultes. A tout événement, pour l'ACU, la croissance a accentué plutôt que de résoudre le problème financier. En conséquence, des arrangements ad-hoc ont été pris puis changés demain pour répondre à la situation toujours changeante.



a voluntary organization will concede, while he regrets, the necessity for spending valuable time in raising money—time that could more profitably be spent in getting on with the job. While CPAC did have to raise money, it was more fortunate than most in having its basic financial requirements underwritten by a grant under the provisions of the National Housing Act. Because of the public source of the funds the National Council held strong views regarding their use. Dollars had to be more, much more, than matched by voluntary effort, effective organizations, discernable results. This led to constant review of the activities of the Association at all levels, and insofar as it was possible financial aid followed, rather than preceded, effective citizen action. Partly as a result of this policy, but mainly because there was need (and when need is evident volunteers are available) more provincial Divisions and local Branches were organized.

Throughout the years CPAC literature has been widely recognized as an effective aid in developing an informed public. Success, however, has not fathered complacency, but rather change and innovation. From February 1947 until July 1950 the Association published 10 or 12 times yearly *LAYOUT FOR LIVING*, a lively informative pamphlet of several pages which usually contained a lead article, planning news, book reviews and other items of interest. In April 1950 a new feature appeared as an insert entitled "CPAC Logbook" and, as an introduction, the following comments appeared in *Layout for Living*:

In recent months the appointment of staff in several provincial Divisions of CPAC has enabled us to secure more complete and regular reports of the Association's own activities within the stream of planning events. To summarize these reports for all members we launch herewith a new feature: CPAC Logbook.

Because the reported CPAC activities are run alongside the news items from the same area, it is easy to compare what each Association unit is doing with what local editors regard as the significant turns of planning events.

This announcement recognized much greater field activity, a strengthening of lines of communication and a new measure of self-appraisal. It also heralded a major change in publication policy for, in August 1950, CPAC NEWSLETTER and its French counterpart NOUVELLES DE L'ACU replaced *LAYOUT FOR LIVING* and in February 1951, the COMMUNITY PLANNING REVIEW—REVUE CANADIENNE D'URBANISME became a new bilingual quarterly. The REVIEW has won an

Quiconque a servi au conseil d'un organisme volontaire concèdera, à son grand regret, la nécessité de passer un temps précieux à recueillir des fonds; un temps qui aurait pu être affecté avec plus de profit à poursuivre le travail en cours. Alors que l'ACU a dû recueillir des fonds, elle fut plus heureuse que la plupart à voir ses exigences financières fondamentales souscrites par le truchement d'un octroi aux termes des dispositions de la Loi nationale sur l'habitation. En raison de la source publique des fonds, le Conseil national avait des idées bien arrêtées en ce qui concerne leur emploi. Les dollars devaient être plus que doublés par un effort volontaire, un organisme efficace et des résultats qu'il est possible de reconnaître. Ceci a amené un examen constant de l'activité de l'Association à tous les niveaux, et dans la mesure du possible, une aide financière a suivi plutôt que précédé l'action efficace du citoyen. Partiellement comme résultat de cette politique mais essentiellement parce qu'il y avait un besoin, (et lorsque le besoin est évident, les volontaires sont disponibles) on a organisé plus de divisions provinciales et plus de succursales.

Au cours des années, les publications de l'ACU ont été reconnues partout comme un moyen efficace dans le développement d'un public informé. Le succès cependant, n'a pas engendré la complaisance mais plutôt des changements et des innovations. Depuis février 1947, jusqu'en juillet 1950, l'Association publiait 10 ou 12 fois l'an, *LAYOUT FOR LIVING*, une brochure d'information animée de plusieurs pages qui contenait habituellement un article de fond, des nouvelles d'urbanisme, un examen de livres et d'autres articles d'intérêt. En avril 1950, une nouvelle rubrique parue comme une insertion intitulée "CPAC Logbook" et, comme introduction, les commentaires suivants ont paru dans *LAYOUT FOR LIVING*:

Au cours des mois récents, la nomination de personnel dans plusieurs divisions provinciales de l'ACU nous a permis d'obtenir des rapports plus complets et plus réguliers de l'activité propre de l'Association dans le cours des événements touchant l'urbanisme. Pour résumer ces rapports pour tous les membres, nous lançons ici une nouvelle rubrique: "CPAC Logbook".

En raison du fait que l'activité rapportée de l'ACU est publiée en marge des articles de nouvelles du même secteur, il est facile de comparer ce que chaque unité de l'Association fait avec ce que les rédacteurs locaux considèrent comme la tournure significative des événements d'urbanisme.

Cette annonce reconnaissait une plus grande activité locale, un renforcement des lignes de communication et une nouvelle mesure d'évaluation personnelle. Elle présageait également un changement majeur dans la

honored place in planning literature and is widely known and read in Canada and elsewhere.

In addition to its regular publications the National Office has commissioned and published many pamphlets and booklets, and has reprinted and made available to members a score or more of interesting and informative articles and other works.

Increased membership, greater field activity, the financial needs of Divisions and Branches, the demand for more sophisticated literature, were all evidence of growth, maturity, stability. But still the question had to be asked again and again—where are we going, and is it in the right direction, and the parallel question, are we justifying the public investment in us? The answers to these questions are not immutable, as the laws of the Medes and Persians, but to be valid at any period and for any length of time they must be examined within the context of an accepted philosophy and definable objectives. And so, early in the three-year period under review, the creation of a "Goals Committee" was discussed on many occasions both at Executive and Council meetings. The more the matter was discussed, the more important it seemed to become and the more difficult appeared to be the task of defining in a meaningful way the elusive concept that together could be rationalized and integrated into accepted "goals". It was finally decided that the terms of reference of a Goals Committee would have to be determined before such a committee could function and indeed before such a committee could be named. As a first step an "Interim Committee" consisting of Messrs. Humphrey Carver, George Mooney and P. Alan Deacon was given the responsibility of recommending the terms of reference and membership of the future Goals Committee. At this stage it was realized that we had gone beyond the limited objective of defining achievable goals for the Association and were grappling with the more fundamental problem of evolving a rational philosophy of urbanization which could be stated in terms of objectives, and against which could be measured the adequacy of our apparatus (legislation, organization) and our methods (techniques of analysis, projection, zoning, subdivisions etc.).

The Interim Committee, through an exchange of memoranda and at several meetings, made a noteworthy start on their difficult task, but their work was interrupted as a major event appeared on the horizon. CPAC was asked by the Canadian Federation of Mayors and Municipalities to make a presentation on July 3, 1952 at its fifteenth annual conference to be held in Calgary. Here, indeed, was the highest recog-

politique de publication, parce que, en août 1950, NOUVELLES DE L'ACU remplaçait LAYOUT FOR LIVING et en février 1951, la REVUE CANADIENNE D'URBANISME devenait une revue trimestrielle bilingue. La revue s'est méritée une place d'honneur dans les publications d'urbanisme et elle est connue et lue partout au Canada et à l'étranger.

En plus de ses publications régulières, le Bureau national a commandé et publié plusieurs brochures et dépliants et a réimprimé une vingtaine ou plus d'articles intéressants et informateurs et d'autres travaux qu'elle a mis à la disposition de ses membres.

Le nombre de membres accru, une plus grande activité locale, les besoins financiers des divisions et des succursales, la demande d'une matière imprimée plus sophistiquée étaient tous des preuves de croissance, de maturité et de stabilité. Mais la question se posait toujours—où allons-nous, est-ce dans la bonne direction, et la question parallèle, justifions-nous l'investissement du public dans notre organisme? Les réponses à ces questions ne sont pas immuables comme les lois des Mèdes et des Perses mais pour être valables en toute période et pour toute longueur de temps, elles doivent être examinées dans le contexte d'une philosophie acceptée et d'objectifs définissables. Et ainsi, tôt au cours de la période de trois ans à l'étude, la création d'un "Goals Committee" fut étudiée à plusieurs reprises tant aux réunions de l'exécutif que du Conseil. Plus on discutait de la chose, plus elle semblait devenir importante, et plus difficile semblait devenir la tâche de définir d'une manière significative les concepts intangibles qui pourraient être rationalisés et intégrés ensemble en "buts" acceptés. Il fut finalement décidé que la délimitation de pouvoirs d'un comité de buts devrait être déterminée avant qu'un tel comité puisse fonctionner et même avant qu'un tel comité puisse être nommé. Comme première mesure, il incombe à un comité intérimaire consistant de messieurs Humphrey Carver, George Mooney et P. Alan Deacon de recommander la délimitation de pouvoirs et les membres du futur comité des buts. A ce stade, on a réalisé que nous avions procédé au delà de l'objectif limité de définir les buts réalisables pour l'Association et nous étions aux prises avec le problème plus fondamental de rédiger une philosophie rationnelle d'urbanisation qui pouvait être énoncée en termes d'objectifs et contre laquelle pouvait être mesurée la suffisance de notre appareil (législation, organisation) et nos méthodes (techniques d'analyse, projection, établissement des zones, subdivisions, etc.).

Le comité intérimaire, par l'échange de mémoires et lors de plusieurs réunions, a amorcé d'une façon

nition of CPAC and here, too, was an opportunity to influence several hundred mayors, reeves and councillors. We were advised that a large part of the conference programme would be concerned with civil defence. This was not surprising as this subject had high priority in the early fifties, and the following quotation from the address of the President at the 1950 annual meeting indicates the concern of CPAC about this problem:

No one knows precisely to what extent planning will affect the economic and social life of the nation. It may be necessary, for instance, to adopt a deliberate policy of dispersing industry and to move key plants out of our crowded and vulnerable cities.

It was decided that the CPAC presentation should deal with the desirability of "more even distribution of new development among our cities and towns as a cardinal point of national municipal policy" and that it should "point to the local, regional and national steps required to implement that policy". The decision to present, by word and chart, the desirability of a regional pattern for urban growth was topical as dispersal rather than further concentration of industry and housing was considered good defence planning, but it was also considered good community planning. Perhaps here was one worthy goal for community planners—national survival through rational planning.

A great deal of intensive work went into the preparation of the material for presentation to the mayors and reeves, and a 24-page booklet, entitled, "A Case for Satellite Towns", well illustrated with graphs and charts, records the introductory statement by the President, the summing up by the Chairman of the Executive Committee, Robert T. Donald, Q.C., and in between the well-reasoned, closely integrated arguments of four professional planners each of whom was an active member of CPAC. C. E. Campeau of Montreal dealt with the problems of growth in the multi-municipal metropolis, E. W. Thrift, then of Winnipeg, and now of Ottawa, looked ahead to the limiting factors in urban growth, Noel Dant of Edmonton presented the satellite pattern under the title of "Guided Growth" and P. A. Deacon of Toronto pointed to the changes in administrative patterns and in financial arrangements that would be required in those smaller towns and villages that might be on the receiving end of a programme of planned dispersal. The presentation was enthusiastically received and the proposals adopted in principle by the Canadian Federation of Mayors and Municipalities.

remarquable leur tâche difficile, mais son travail fut interrompu parce qu'un événement majeur surgissait à l'horizon. La Fédération canadienne des Maires et des Municipalités demandait à l'ACU de faire une présentation le 3 juillet 1952, lors de sa 15^e conférence annuelle qui devait avoir lieu à Calgary. C'était là la plus haute reconnaissance de l'ACU et là aussi une occasion d'influencer plusieurs centaines de maires, de "reeves" et de conseillers. On nous informa qu'une grande partie du programme de la conférence serait affectée à la défense passive. Ceci ne fut pas surprenant, étant donné que ce sujet avait une haute priorité au début de la décennie de 1950 et la citation suivante extraite de la causerie du président, lors de la réunion annuelle de 1950, était une indication du souci de l'ACU à propos de ce problème:

Personne ne sait exactement dans quelle mesure une planification de défense affectera la vie économique et sociale de la nation. Il peut être nécessaire par exemple, d'adopter une politique voulue pour disperser l'industrie et déménager les usines-clé en dehors de nos cités surpeuplées et vulnérables.

Il fut décidé que la présentation de l'ACU devrait traiter de la désirabilité d'une "distribution plus égale du nouveau développement parmi nos cités et villes comme un point cardinal de la politique municipale, nationale" et qu'elle devrait "signaler les mesures locales, régionales et nationales qui seraient requises pour mettre cette politique en oeuvre. La décision de présenter par voie de mots et de cartes, la désirabilité d'un patron régional pour la croissance urbaine était locale, étant donné que la dispersion plutôt qu'une plus grande concentration d'industries et de logements était considérée comme une bonne planification de défense, mais ceci fut également considéré comme une bonne planification communautaire. Peut être que c'était là un but digne des urbanistes—la survivance nationale par le truchement d'une planification rationnelle.

La préparation de la matière par la présentation aux maires et aux "reeves" a exigé beaucoup de travail intensif, et une brochure de 24 pages intitulée "A Case for Satellite Towns", bien illustrée de graphiques et de cartes contient la déclaration d'introduction par le président, un résumé à la fin par le président du Comité exécutif, Robert T. Donald, c.r., et dans l'intervalle, les arguments bien raisonnés et étroitement intégrés de quatre urbanistes professionnels qui étaient tous membres actifs de l'ACU. Monsieur C. E. Campeau de Montréal a traité des problèmes de croissance dans la métropole multi-municipale; monsieur E. W. Thrift, alors de Winnipeg et maintenant d'Ottawa, envisageait les facteurs limitant la croissance urbaine; Noel Dant



The author, W. Harold Clark, and J. Antonio Lalonde following their elections as President and Vice-President respectively at the Winnipeg conference. (Photo: Harold K. White)

This major presentation, which required a great deal of thought and study, became for a period a "goal". It did not, however, completely answer the continuing concern for a clear statement of objectives against which could be measured the apparatus and methods of community planning. Perhaps, however, enough has been said about a "goals committee" and "planned dispersal". My records do not indicate whether either idea became a reality; perhaps for the purposes of this review they should be allowed to rest in peace.

Before I started to write I did some re-reading of National Council Minutes and also went through a period of depressive psychosis and, as a result, I had the distinct impression that thirteen or fourteen years ago CPAC was emotionally disturbed by, but mentally alert to, such problems as those of housing, aid to divisions, publications, goals. And, strangely, as I re-read what I have written so far, I find that those are the topics which have received the most attention.

In the beginning I said that the real history of CPAC would be found in many places throughout the country, and that national activities had their counterparts at provincial and local levels. That is true for housing. Many Branches and Divisions through meetings, publications, delegations, and in numerous other ways, influenced thought and action. It is true in finances, where local and provincial groups had to "scrounge" much more than did the National Council. It is true in publications, as I believe several Divisions and some local Branches kept their members informed through regular bulletins. One notable example was the HOUSING AND PLANNING DIGEST which for years was a regular feature of the Ontario Division programme, and I have before me as I write Vol. V, Number 3 of THE BULLETIN which the Toronto Branch continued to publish after it dropped its identity as an independent organization and became, in 1948, the local branch of CPAC. The name of

d'Edmonton présentait le patron satellite sous la rubrique de "Guided Growth" et P. A. Deacon de Toronto, signalait les changements dans les patrons administratifs et dans les arrangements financiers qui seraient requis dans ces villes et villages plus petits qui seraient à la périphérie d'un programme de dispersion planifiée. La présentation fut reçue avec enthousiasme et les propositions adoptées en principe par la Fédération canadienne des Maires et des Municipalités.

Cette présentation majeure qui a exigé beaucoup de pensée et d'étude, devint un but pour un certain temps. Elle n'a pas cependant répondu complètement au souci toujours existant d'une déclaration claire des objectifs auxquels pouvaient se mesurer l'appareil et les méthodes de l'urbanisme. Peut être cependant, que c'en est assez du "comité des buts" et de la "dispersion planifiée".

Avant de commencer à écrire, j'ai relu les minutes du Conseil national et j'ai traversé également une période de psychose déprimante et comme résultat, j'ai eu l'impression bien nette qu'il y a 13 ou 14 ans, l'ACU était dérangée dans son émotivité par des problèmes tels que ceux du logement, l'aide aux divisions, les publications et les buts, auxquels toutefois son esprit était éveillé. Et étrangement, à mesure que je relis ce que j'ai écrit jusqu'à présent, je me rend compte que ce sont-là les sujets qui ont reçu le plus d'attention.

Au début, j'ai dit que l'histoire réelle de l'ACU se trouverait en plusieurs endroits d'un bout à l'autre du pays et que l'activité nationale avait sa contre-partie aux niveaux provincial et local. Ceci est vrai du logement. Plusieurs succursales et divisions par le truchement de réunions, de publications, de délégations et de plusieurs autres manières, ont influencé la pensée et l'action. C'est vrai en ce qui concerne les finances lorsque les groupes locaux et provinciaux devaient gratter le fond beaucoup plus que le Conseil national. C'est vrai des publications parce que je crois que plusieurs divisions et certaines succursales ont tenu leurs membres informés au moyen de bulletins réguliers. Un exemple remarquable fut le HOUSING AND PLANNING DIGEST, qui, pour des années, fut une caractéristique régulière du programme de la division de l'Ontario, et j'ai devant moi le volume V numéro 3 du bulletin "The Bulletin" que la succursale de Toronto a continué de publier après qu'elle s'est vue reniée de son identité comme organisme indépendant et devint en 1948, la succursale de l'ACU. Le nom d'Albert Rose est étroitement associé à plus d'une activité de l'ACU à tous les niveaux et pour plusieurs d'entre nous, ses écrits dans le bulletin et la rédaction du Digest resteront longtemps une contribution significative.

Albert Rose is closely associated with many CPAC activities at all levels, and to many of us his writing of the *BULLETIN* and editing of the *DIGEST* will long be remembered as a significant contribution.

As one recalls activities in the Branch and Division with which one was most closely identified, or reads old copies of the "CPAC Logbook" and divisional and press reports of former years, one cannot help being impressed by the variety of activities that were undertaken in Halifax and Montreal, in Ottawa, Toronto and Winnipeg, in Calgary, Edmonton, Vancouver and Victoria, and in other places as well. Meetings of interested citizens for general or specific purposes were held by the score, radio debates were numerous, regional conferences numbering four, five or six a year were regularly held, bulletins and other printed material flowed out from a dozen offices, and delegations to legislative halls were the order of the day. These evidences of public concern, these citizen responses to need, this vibrant, emotional but well-ordered answer to ignorance, lethargy, indifference—these, together with the constant, intelligent, easily read and understood literature that was, and is, a hallmark of CPAC, constitute the real history of the second three years. And behind all this were people who cared; some have been identified, but hundreds more remain anonymous, at least in these lines; but, although their names do not appear, the results of their work are evident in many places.

In summary, 1950-52 was a period of expansion and consolidation of Divisional and Branch structure, of increasing effectiveness of field activity; it was a period of broad public education through publications and all other media of communication, of extended legislation both at the Federal and Provincial levels, of acceptance of greater municipal responsibility; it was a period of personal and group action on many fronts and of "infiltration" through appointments to official boards and commissions; it was a time of constant introspection and searching for lasting goals in community building and social concepts.

It appears that time and space are exhausted—and I imagine you are too. What I have written is not a comprehensive or satisfactory "history of the second three years", but rather an attempt to recapture the dedication, the excitement, the purpose which lay behind and motivated a group of individuals known collectively as CPAC, as a decade and a half ago they struggled, as their successors are struggling today, to influence, shape and give meaning and purpose to the explosive urbanization which is characteristic of twentieth century Canada.

Lorsqu'on se rappelle l'activité à la succursale et à la division à laquelle une personne était plus étroitement identifiée, ou lit de vieux exemplaires du "CPAC Logbook" et les rapports de divisions et de la presse d'autrefois, on ne peut s'empêcher d'être impressionné par l'activité diverse qui était entreprise à Halifax et Montréal, à Ottawa, Toronto et Winnipeg, à Calgary, Edmonton, Vancouver et Victoria, et en maints autres endroits aussi. Il y eut des vingtaines de réunions de citoyens intéressés pour des fins générales ou spécifiques, de nombreux débats à la radio, et jusqu'à quatre, cinq ou six conférences régionales étaient tenues régulièrement chaque année, des bulletins et d'autre matière imprimée étaient publiés dans une douzaine de bureaux, et des délégations aux assemblées législatives étaient à l'ordre du jour. Ces preuves du souci public, ces réponses des citoyens aux besoins, cette réponse vibrante émotive et bien ordonnée à la léthargie de l'ignorance, à l'indifférence—celles-ci accompagnées des publications constantes, intelligentes, faciles à lire et à comprendre qui étaient et qui sont la marque de l'ACU, constituent l'histoire réelle du second trois ans. Et derrière tout ceci, il y avait des gens qui étaient intéressés; certains ont été identifiés mais des centaines d'autres sont restés anonymes au moins dans ces lignes, bien que leur nom n'y paraisse pas, le résultat de leur travail est évident en maints endroits.

En résumé, 1950-52 fut une période d'expansion et de consolidation de la structure des divisions et des succursales, pour l'augmentation de l'efficacité de l'activité locale; ce fut une période de vaste éducation du public par le truchement des publications et d'autres moyens de communication, de modification de législation tant au niveau fédéral que provincial, d'acceptation d'une plus grande responsabilité municipale; ce fut une période d'action personnelle et en groupe sur plusieurs fronts, et "d'infiltration" par le moyen de nominations aux commissions officielles; ce fut un temps d'introspection constante et de recherche de buts durables dans la construction de la communauté et les concepts sociaux.

Il semble que le temps et l'espace sont épuisés—et j'imagine, vous aussi. Ce que j'ai écrit n'est pas une histoire étendue ou satisfaisante du second trois ans mais j'ai essayé plutôt de reprendre la dédicace, l'excitation, les buts qui ont motivé un groupe de particuliers connus collectivement comme l'ACU, alors qu'ils ont lutté il y a 15 ans, comme leurs successeurs luttent aujourd'hui, afin d'influencer et de former l'urbanisation explosive et de lui donner une signification et un but, urbanisation explosive qui est caractéristique du Canada au vingtième siècle.

MY RISE FROM THE RANKS — MA MONTÉE DES RANGS

Jacques Simard

Anybody who is asked to contribute his *hic et nunc* to a period of time is put face to face with an ambivalence which he cannot resolve. Should the approach be scientific and impersonal, i.e. dates and extracts of minutes, or should it be interpreted and personal?

The first can be compiled by anybody, but the second belongs to the actor in the play. In such a case, however, how can unity be achieved in a book?

I have chosen to recount my story in my own words, counting on the editors to prune my wild shrub into a well-regimented hedge.

My First Years with CPAC

Although this may sound as if I came to CPAC as an infant, I hasten to say that the facts show the opposite. It has been my privilege to "rise from the ranks" in that, before being called to the Presidency, I was asked to become the national director, or Executive-Secretary as it was called then, to temporarily take the place of Alan Armstrong.

Alan had been with the Association from the beginning and had succeeded well in making it a force in the nation. It was therefore easy to assure me that, with the help of the very efficient Jessie Laventure at the national office, my work would be simple and of short duration—simply the time required to find a "good man" to replace Alan.

At that time I had just been through the McGill Planning Course learning to shape the destinies of Prévile, of which I was the Mayor. My teacher, Professor Harold Spence-Sales, who was by now living in Prévile and doing the planning, was glad to see the possibility of getting me out of his hair and opined strongly that Ottawa was just the place for me!

My work at CPAC started in January 1963 and, for 18 months, I motored from Prévile after the meeting of Town Council on Monday night, to show up at the office on Tuesday morning, returning to Prévile on Thursday evening.

(What a training in bilingualism! I would argue in French with my Town Council on Monday, and then have to "rediscover" my English on Tuesday. Many a time I have wondered how low my I.Q. rated with Jessie! On Tuesday evenings I would turn to French crossword puzzles to limber up the French side of my brain.)

Quiconque à qui l'on demande de contribuer son *hic et nunc* à une période de temps, se voit en butte à une ambivalence qu'il ne peut pas résoudre. L'approche devrait-elle être scientifique et impersonnelle, i.e., dates et extraits de minutes, ou devrait-elle être interprétée et personnelle?

N'importe qui peut compiler la première, mais la seconde appartient à l'acteur d'une pièce. Dans ce cas cependant, comment peut-on réaliser une unité dans le livre?

J'ai choisi de raconter mon histoire en mes propres mots, en comptant sur les rédacteurs pour émonder mon texte et en faire une haie bien taillée.

Mes premières années avec l'ACU

Bien que ceci puisse vouloir dire que je suis venu à l'ACU alors que j'étais bébé, je me hâte d'établir que les faits révèlent le contraire. Ce fut mon privilège de "monter des rangs" en ce que, avant d'être appelé à la présidence, on m'a demandé de devenir le directeur national, ou le secrétaire exécutif, comme on disait à ce temps-là, pour prendre la place temporairement d'Alan Armstrong.

Alan avait été dans l'Association depuis le début et avait bien réussi à en faire une force dans la nation. Il fut donc facile de m'assurer que, avec l'aide de la très efficace Jessie Laventure au bureau national, mon travail serait simple et de courte durée—simplement le temps requis pour trouver un "bon homme" pour remplacer Alan Armstrong.

A ce moment-là, je venais de terminer le cours d'urbanisme de McGill pour apprendre à forger les destinées de Prévile, dont j'étais le maire. Mon professeur, le professeur Harold Spence-Sales, qui vivait à ce moment-là à Prévile et qui en faisait la planification, était heureux d'avoir l'occasion de me sortir de là et a émis l'opinion bien positive qu'Ottawa était tout simplement l'endroit pour moi!

Mon travail à l'ACU a commencé en janvier 1963, et pour 18 mois, je voyageais de Prévile après la réunion du Conseil de ville le lundi soir, pour être au bureau le mardi matin, puis je retournais à Prévile le jeudi soir.

(Quel entraînement en bilinguisme! Je discutais en français avec mon Conseil de ville le lundi, puis il me fallait "redécouvrir" mon anglais le mardi. Souvent je

My tasks did not differ very much from the work of a permanent national director, although it was less organized and stretched out longer. For example, here is a typical piece of literature:

"As Treasurer I wish to make a few comments on the (financial) report following. As the Association grows, as new Divisions come in, disbursements increase. *Grants from Central Mortgage, however, do not increase.* As the expenses of your National Office, through some sacrifice, have been kept more or less constant, it becomes inevitable that grants to new Divisions will have to come out of the grants to established Divisions. The writing is on the wall; funds have to be found elsewhere".

This immortal prose I wrote in 1953 (CPAC NEWSLETTER, Autumn 1953, page 3).

However, there was one job I had to do which the present national director leaves in very good hands: I had to publish the Review and four Newsletters, running sometimes to 10 pages. Of course, I would have been unable to do this without the most precious help of Jessie Laventure.

Needless to say, my English was the subject of a good deal of comment. I felt quite proud when, one day, a director suggested that I sign the editorials; but he added: "so that the readers will know that it is a French speaking member who writes them"! Of course, the intention was excellent and I have been humble (English speaking wise at least) ever since.

Statistically, we achieved 10 CPAC Divisions that year, one in each Province; the Association was also honoured when the Queen granted a Coronation Medal to CPAC; the 1953 Annual General Meeting of CPAC was held at Quebec City in September; the Fourth Maritime Regional Conference was held by the Nova Scotia Division; Ontario held conferences on housing the elderly in London and Kingston; the Manitoba and Alberta Divisions were busy with a series of public meetings and both Divisions were extending their work into the smaller urban areas; the B.C. Division had succeeded in persuading the City of Vancouver to establish a City Planning Department, and the Lower Mainland Regional Planning Board was organized; the Quebec Division succeeded in persuading the Provincial Planning Service to increase its staff and to institute basic research towards a planning law; the Montreal Branch had joined with 55 other civic bodies to work towards a slum clearance project in the City. These are only a few of the highlights of that period of time.

On June 28, 1954, the long search was ended and a very able person was found to relieve me: Eric Becroft.

me demandais ce que mon quotient intellectuel valait auprès de Jessie! Le mardi soir, je retournais aux mots croisés en français pour exercer mon français.)

Mes tâches n'ont pas différé beaucoup du travail d'un directeur national permanent, bien qu'il fut moins bien organisé et qu'il fut allongé. Par exemple, voici une pièce typique de prose:

"As Treasurer I wish to make a few comments on the (financial) report following. As the Association grows, as new Divisions come in, disbursements increase. *Grants from Central Mortgage, however, do not increase.* As the expenses of your National Office, through some sacrifice, have been kept more or less constant, it becomes inevitable that grants to new Divisions will have to come out of the grants to established Divisions. The writing is on the wall; funds have to be found elsewhere".

Cette prose immortelle, je l'écrivais en 1953 (CPAC NEWSLETTER, automne 1953, page 3).

Cependant, il y avait un travail qu'il me fallait faire que le directeur national actuel laisse entre de très bonnes mains: il me fallait publier la Revue et quatre nouvelles de l'ACU, allant jusqu'à 10 pages. Il va sans dire que je n'aurais pas pu réaliser ceci sans l'aide très précieuse de Jessie Laventure.

Inutile de dire que mon anglais fut l'objet de beaucoup de commentaires. Je fus très fier un jour lorsqu'un directeur a suggéré que je signe les éditoriaux; mais il a ajouté "afin que les lecteurs sachent que c'est un membre d'expression française qui les écrit". L'intention était sans doute excellente et depuis, je me sens humble (en ce qui concerne le parler en anglais du moins).

Du point de vue statistique, nous avons réalisé 10 divisions de l'ACU cette année-là, une dans chaque province; l'Association fut aussi honorée lorsque la Reine accorda une médaille du couronnement à l'ACU; la réunion générale annuelle de l'ACU en 1953 fut tenue dans la cité de Québec en septembre; la quatrième conférence régionale des Maritimes fut tenue par la division de la Nouvelle-Ecosse; l'Ontario : tenu sa conférence sur le logement pour les personnes âgées à London et Kingston; les divisions du Manitoba et de l'Alberta étaient occupées avec une série de réunions publiques et les deux divisions étendaient leurs travaux aux secteurs urbains plus petits; la division de la Colombie-Britannique avait réussi à persuader la cité de Vancouver d'établir un département d'urbanisme de la cité et la Lower Mainland Regional Planning Board fut organisée; la division de Québec : réussi à

The Presidency

One Saturday morning, in April 1960, I happened to be in my office when the telephone rang and, after the usual amenities, Sir Brian Dunfield asked me if I would allow my name to be put forward as President of CPAC.

I did not wish to accept because I had more or less drifted away from the Association and the memory of the work I had put in before was incompatible with my business at that time. But, Sir Brian would not accept a "No". He told me to expect his visit on Sunday with the new National Director.

This General Brennan impressed me tremendously; his background was one of great accomplishment in administration and he did not pose as a fellow who knew all the answers. I began to be tempted, and the idea of bossing such an imposing person mischievously appealed to me. There and then began a great friendship. Moreover, the challenge of pulling CPAC through its growing pains was a compelling one for both of us.

I accepted, and became National President on April 10, 1960. The General and I, both being new men, decided that we could afford to ignore the past. A "renaissance" became the theme; it rallied all the latent good will of the membership and renewed the confidence of CMHC. Conferences were so well attended that the Association made some profit by them—surely something new in its history.

On September 26, 1962, I ended my mandate, confident that the Association had found a solid footing and that its destiny was assured in the capable hands of the new President. At the 1963 National Planning Conference in Quebec City, I was made an Honorary Member of CPAC, a distinction I value greatly.

[Ed.—The bilingual wheel has come full circle in CPAC. We asked Mr. Simard to write this memoir and he obliged—in English! The French version is a translation.]

Teacher and pupil, Prof. Harold Spence-Sales and Jacques Simard, speaking at St.-Jean on the history of settlement in the Richelieu area.

Professeur et élève: le professeur Harold Spence-Sales et Jacques Simard, s'entretenant à St-Jean sur l'histoire de la colonisation dans la région de Richelieu.

persuader le service d'urbanisme provincial d'augmenter son personnel et d'organiser des recherches fondamentales en vue de rédiger une loi sur l'urbanisme; la succursale de Montréal s'est réunie à 55 autres corps civiques dans le but de travailler vers un projet d'élimination de taudis dans la Cité. Ce sont-là seulement quelques-uns des faits saillants de cette période.

Le 28 juin 1954, on a enfin trouvé, après beaucoup de recherches, une personne très compétente pour me relever de mes fonctions: Eric Beecroft.

La présidence

Un samedi matin, en avril 1960, j'étais par hasard dans mon bureau lorsque le téléphone sonna et après les salutations d'usage, Sir Brian Dunfield me demandait si je permettais que mon nom soit présenté à titre de président de l'ACU.

Je ne voulais pas accepter parce que je m'étais plus ou moins éloigné de l'Association et le souvenir du travail que j'avais dû apporter antérieurement était incompatible avec mes affaires à ce moment-là. Mais Sir Brian n'accepterait pas un "non". Il m'a dit d'attendre sa visite le dimanche avec le nouveau directeur national.

Le Général Brennan a créé une impression formidable sur moi; ses antécédents révélaient de grandes choses accomplies en administration et il ne posait pas comme quelqu'un qui connaissait toutes les réponses. Je commençais à me laisser tenter, et l'idée d'être le patron d'une personne aussi imposante me souriait par espièglerie. Dès lors, une grande amitié s'institua. De plus, le défi de tirer l'ACU de ses douleurs de croissance nous commandait tous les deux.

J'ai accepté et devint président national le 10 avril 1960. Le Général et moi-même, tous deux nouveaux, nous avons décidé que nous pouvions nous permettre de ne pas tenir compte du passé. Une "renaissance" était notre thème; nous avons convoqué la bonne volonté latente des membres et nous avons renouvelé la confiance de la SCHL. Il y eut une si grande participation aux conférences que l'Association a réalisé certains profits—certainement quelque chose de nouveau dans son histoire.

Le 26 septembre 1962, mon mandat se terminait, confiant que l'Association avait trouvé une assiette solide et que sa destinée était assurée dans les mains compétentes du nouveau président. Lors de la conférence nationale d'urbanisme de 1963, dans la cité de Québec, on m'a nommé membre honoraire de l'ACU, une distinction que je prise énormément.

[Réd. La roue bilingue est devenue un cercle complet à l'ACU. Nous avons demandé à monsieur Simard d'écrire ce mémoire et il nous a obligés—en anglais! La version en français est une traduction.]



From Some of Our Honorary Members:

Walter Blucher

In 1929 the author of this article addressed the Town Planning Institute of Canada at a meeting held in Winnipeg. The title of that address was "Planning for the Archives; or Cities with Plans on File". Thirty-five years ago, cities were already suffering from a disease known as *planning reportitis*. With all the advances made in medicine during the past third of a century, the planning disease has found no cure. If anything, it has become more virulent in recent years. Is there an antibiotic to prevent this dread disease?

If, in 1929, there was an active Town Planning Institute in Canada, obviously, there must have been community planning at that time. In the years that have followed, community planning has been undertaken on a large scale throughout the provinces of Canada.

In 1934 there was recognition in the U.S.A. that pretty reports, big reports, and even imaginative planning reports, did not get translated into things accomplished. How are we to bridge the gap between planning and municipal action? The accepted answer was that the gap must be bridged through greater participation of citizens in the planning process. But what did this nice-sounding phrase "citizen participation" or "community participation" really mean? As a first step, and only as a first step, the national planning organizations in the U.S.A. were reorganized, and a new organization was created known as the American Society of Planning Officials, which was to strengthen the role of the citizen commissioner in planning, and the role of citizens in general, through the merger of two existing organizations into the American Planning and Civic Association.

Canadian planners participated actively in the work of ASPO, and it was not long before a decision was reached to create an organization of their own which is the Community Planning Association of Canada. CPAC was formed in 1947 in an attempt to give some real direction to the development of the booming Canadian cities. I remember the early meetings of CPAC where the attendance was small, but where the participants were dedicated to the creation of better communities for Canada.

From the outset, CPAC was wise in deciding that a national organization alone could not serve Canada's needs. As a consequence, divisional offices were created in the provinces, with branches in the major cities.

And CPAC has grown. The small group of dedicated citizens has grown to a group of some 5,000 individuals and organizations. The national conferences have grown in scope and importance so that they influence communities throughout all of Canada.

Mrs. R. G. Gilbride

When our National Director, Major-General Brennan, wrote asking me to write an article for the COMMUNITY PLANNING REVIEW, I asked myself the question: "Why was I interested in Community Planning?" and the answer seemed to be: "Because I have seen what *can* be done and what *has* been done in the last fifty years."

I had only been married three years when my husband, who was with the railway, was sent "out west", as it was called then—although it was only in Ontario, not too far from Port Arthur—to open up a shop on the Grand Trunk Railway.

It was in the bush: no electric light, no water, no telephone, and the roads in the village had stretches of muskeg with logs across. The grocer and the baker delivered by dog team. The only way I could get our baby around was by dog team—two huskies. And I do not mind telling you that the other dog teams and ours were not friendly; they would put their tails down and go for my dogs. I would have to grab the baby and let them fight it out!

We had an assembly hall built of logs which was a school during the day, a church on Sunday, a dance hall at night, and at one end was the village bakery.



For doctor or dentist, we had to go to Winnipeg. We were there for three years.

I have been back several times since. Now there is a modern school and a very fine hospital for the Indians. There are good roads, stores, churches and hotels, to say nothing of the many fine homes. About four years ago the town celebrated its 50th anniversary. The last time I visited the town, I could hardly believe it was the same place. Thus my interest grew in Community Planning.

Thirteen years ago, when I saw some of the slums in the City of Montreal and the terrible conditions under which some people were living, I decided it was time to *do* something—not just *talk* about it!

I went to Toronto to see Regent Park and I came back saying, "If Toronto can do it, so can Montreal". Through the City Hall, I found that there were no low rental houses in Montreal. But why not?

I held a meeting of several people to discuss the situation and it was decided to make a survey of 13 districts. The result was that we decided on one area where low rental housing was desperately needed, and where there were already the schools and churches to meet the needs of the people.

Mrs. R. G. Gilbride holding her Certificate of Honorary Membership in CPAC, talks to the Right Hon. Vincent Massey, C.H., then Governor General of Canada, at the National Planning Conference held in Ottawa, October 28-31, 1956.
(Photo: Capital Press)



The next step was to get the public behind the project: the churches, Board of Trade, various clubs, labour and social service groups. We rallied 55 organizations. A committee was appointed to approach the City Executive and then the Provincial and Federal governments.

The Community Planning Association of Canada was most helpful. I was invited to attend some of their meetings and I met so many people who were, and still are, interested in Community Planning. Mr. Jacques Simard asked me to go to Prévile to see how they were planning and developing the town. I was on a number of Boards and when I attended their meetings in other cities—say Halifax or Edmonton—I was invited by the Mayor to see what they were doing in slum clearance, and what still had to be done. I could mention other towns and cities where there has been good community planning over the years and I feel sure that, if you were to think seriously about it, you could also.

In Montreal, the slum clearance project finally got under way with the City, Provincial and Federal Governments taking control. Today we have the Jeanne Mance Low Rental Project—796 apartments housing about 2,671 people, and there is a waiting list.

Canada is a young country. It is expanding rapidly and I feel that we Canadians should be grateful that we have an active Community Planning Association where towns and cities can be given guidance for the asking.

Tom McDonald

In contemplating the past seventeen years of my association with CPAC one of the remarkable and outstanding phenomena is the loyalty and faithfulness displayed by many of its active (and I mean "active" not in relation to membership) members over the years. Some, I recall, were concerned with planning before there was such an organization as the Community Planning Association of Canada. These members are today playing a very important role in CPAC in spite of the frustrations and delays and apparent hopelessness of ever achieving certain objectives, and they continue to give service and continuity to our Association. Whatever success we may have achieved belongs largely to these members; without them our Association would be the poorer.

During the years that have passed, a gradual awareness of the need to plan our communities has been born

and has spread throughout the organized communities in the Province. All the conferences, the one-week courses, our publications and the lectures, the activity of the Branches presenting briefs, pursuing objectives and studying reports—all played a part in this awareness. Other organizations are also assuming a greater interest in such matters; it may be for parks, open spaces, improved surroundings, housing, urban renewal; these all contribute to stimulate thought in the community on these matters, which are all related to planning.

Looking over the minutes or the agendas of the years that have passed, it is borne upon one that it has taken years to achieve some of the desired objectives. Some that were chosen during our first year are still to be achieved. Disheartening as this may appear, events may occur that can change this overnight. This is democracy and action only comes when people are sufficiently informed and believe that what is proposed is beneficial. In British Columbia, we have evidence of the changes that have taken place in the past years toward community planning—changes which have resulted in Planning Departments being established in a number of municipalities, Regional Boards being appointed, and planning consultants being engaged in many areas. Twelve years ago, it was difficult to find a planner in the Province; today there is a Provincial Planning Institute with forty qualified planners as members and a graduate School of Planning, providing a two-year post-graduate course leading to a Masters Degree in Planning. Today, there are more planning positions available than there are planners to fill them.

The opportunity is here to achieve planning; what is required today is change of emphasis; more effort should be made to secure the support of citizens for measures proposed by the planners. Often, plans are never implemented because of lack of public support. There is need for study and vocal expression of opinion through such bodies as CPAC. There is need also for the planners to avail themselves of the opportunities that such a body as CPAC can provide to publicize the planning program. The steady flow of people into the urban areas is creating many problems which can only be solved through study and intelligent application of the knowledge imparted by study; the opinions of the experts must be tested in public debate. Planning is for people and the people must be informed. If planning is to succeed:

“Where no one is consulted, plans are foiled;
where many are consulted, they succeed”.

(Proverbs XV, verse 22)

Burroughs Pelletier

Quand le Service provincial d'urbanisme de la province de Québec a été fondé en 1944, sa bienvenue a été très variable selon les différentes personnes, municipalités ou organisations avec lesquelles il avait à faire affaire.

Les cités et villes, grandes ou moyennes, ont vu l'avènement avec plaisir et immédiatement se sont abondamment servies de son personnel et de ses conseils. Les plus petits centres ont été perplexes et ont eu une attitude très hésitante et même à l'occasion, cette attitude est allée jusqu'à l'hostilité, tout spécialement dans les centres où chacun avait jusqu'ici fait ce qui lui plaisait.

Dans les cinq années suivantes, il y a eu beaucoup d'amélioration et l'hostilité complète est devenue presque non-existante. Toutefois, l'homme de la rue, en général non opposé à l'urbanisme, était encore plutôt indifférent à la question et n'était pas prêt de batailler en faveur de l'idée.

Vers 1949, de nouvelles idées surgirent et en septembre de la même année, la division de la province de Québec de l'Association Canadienne d'urbanisme (en anglais, Community Planning Association of Canada) a été formée.

Parmi les buts de l'association, l'on peut dire que les principaux étaient:

- 1.—Faciliter la compréhension de l'Urbanisme et y gagner la confiance de la population;
- 2.—Pour ces fins, entreprendre dans les différentes régions de la province de Québec des campagnes d'éducation populaire, avec le concours de la presse et de la radio, ainsi que par des conférences publiques, forum, tracts, expositions, démonstrations;
- 3.—Les autres articles s'appliquent aux relations avec l'organisation mère, les sections anglaises et françaises et aux finances (y compris des contributions des organisations municipales) et une réglementation interne.

Immédiatement, l'association a reçu dans ses rangs une grande variété d'hommes et de femmes, de bien des sphères de la vie, très compétents en leurs différentes manières et dont le but était de promouvoir les intérêts de l'urbanisme dans tout le Canada.

Le changement dans l'idée du peuple n'a pas été spectaculaire, encore moins dramatique, mais dans très peu de temps, l'on s'est aperçu qu'une nouvelle influence avait été créée et faisait son chemin avec certitude. Il y avait une demande accrue pour de l'informa-

tion, pour des conférenciers de donner des causeries sur l'urbanisme, pour l'information sur les plans de subdivision et même, d'une manière plus gênée, sur des plans directeurs.

Dans notre province, le Service de l'Urbanisme a toujours travaillé la main dans la main avec l'Association Canadienne d'Urbanisme. Tout le personnel du service est membre de l'association et l'aide fournie par cette dernière à la première n'a jamais fait défaut.

Aujourd'hui, la situation s'est beaucoup développée. Le premier stade quelque peu hésitant est longtemps disparu et l'urbanisme est maintenant établi aussi bien dans l'idée de l'homme de la rue que dans l'idée des intellectuels, des techniciens et autres hommes de profession. Une grande partie de cette réussite est due au travail inlassable de l'Association Canadienne d'urbanisme.

William A. Dempsey

In the spring of 1957, the Ontario Division of the Community Planning Association of Canada decided to convene the Ontario Urban Renewal Conference in the fall of that year. The national body had shown renewed interest in the subject and funds had been allocated by Central Mortgage and Housing Corporation for the Community Planning Association of Canada to employ Stanley H. Pickett as Urban Redevelopment Officer.

After several months of planning and preparation, the Conference took place at Scarborough's beautiful Guild of All Arts on October 17th and 18th. It was the last conference I was to organize for CPAC and it was one of the happiest occasions. The Guild grounds were resplendent in autumn colours and the owners, Mr. and Mrs. Spencer Clark, CPAC members, were gracious hosts throughout.

It was an event which people still happily recall. It was a meeting of dedicated friends, zealous in their desire for improved community conditions and anxious that blight should be prevented and eradicated. Opinions were voiced freely and information sought eagerly. Among those actively participating were Mrs. T. A. C. Tyrrell, Gordon H. Adams, Dr. Eric Beecroft, Donald Bellamy, Hans Blumenfeld, P. E. H. Brady, J. F. Brown, A. E. K. Bunnell, P. G. Burns, Samuel Cass, W. A. Dyson, J. W. Follin, former Urban Renewal Commissioner for the United States of America, E. A. Gomme, J. S. Hodgson, Matthew B. M. Lawson, H. C. Linkletter, W. J. G. Macdiarmid, J. McCulloch, Professor J. B. Milner, Controller Mrs. C. H. Montrose,

A. L. S. Nash, Stanley H. Pickett, Dr. Albert Rose, Paul Ringer, the late W. W. Scott, Dr. Gordon Stephenson, and Julian Whittlesey. George L. MacDonald was Conference Chairman.

In spite of the seriousness of the discussions and the forcefulness with which views were presented, there was time for sentiment. It happened that the first day of the Conference, October 17th, was the birthday of Dr. Albert Rose. At the banquet that evening, much to his surprise, he was presented with a birthday cake complete with lighted candles.

Although there are many aspects of the Conference which are worthy of recollection, one item of some serious consequence emerged from a group discussing "A Local Renewal Program—How To Make It Work For The Smaller Municipalities." Ewart Biggar, the chairman, related some first-hand experiences of positive municipal action and A. E. K. Bunnell proved to be one of the most resourceful participants in the group. The record of the proceedings in part reads as follows:

It was observed that there is no legislation on standards of maintenance. Zoning in itself cannot meet the problem. Those who permit their property to go into disrepair pay less taxes and depress the value of other properties.¹

After further discussion, the following recommendation emerged which was subsequently approved by the Conference as a whole and the Ontario Division Executive of the Community Planning Association of Canada. The recommendation reads:

Whereas it would appear that Municipal Building Inspectors are lacking the authority to condemn buildings and to enforce maintenance standards,
IT IS RECOMMENDED

THAT the Ontario Departments of Municipal Affairs and Planning and Development, together with such other departments having an interest, be requested to make a study as to what are the statutory powers of the municipalities in regard to the creation of Standards of Maintenance in dwellings and other buildings; and if in their opinion such powers are inadequate and some new legislation or amendments to existing legislation are required, to recommend through the appropriate provincial authority that legislation be enacted.²

In due course, the conference proceedings were published in booklet form and the recommendation forwarded to the Ontario Government. After deliberation by the Ontario Government, consultation took place between the Ontario Department of Planning and Development and Central Mortgage and Housing

Corporation. By the early summer of 1959, it had been decided that the Department of Planning and Development would conduct "A Study on Minimum Standards of Occupancy and Maintenance of Dwellings" with the joint sponsorship of CMHC. John F. Brown was named director of the study.

In the two years that followed, the services of a number of people were used in investigating pertinent information from Canada, the United States, and Great Britain. It should be noted that along with John Brown, two of the research consultants were Dr. Albert Rose and Professor J. B. Milner. All three were active participants at the Ontario Urban Renewal Conference. (The other research consultant was G. W. Kelly, Principal Inspector of the Department of Health, Winnipeg.)

Three interim reports were issued and, in the fall of 1961, Colonel A. L. S. Nash, Director of the Community Planning Branch, Department of Municipal Affairs,³ asked me to write the final report entitled "A Better Place To Live."⁴ I completed the report in the spring of 1962 and it was published that fall. Since then the report has been given wide distribution.

Professor Milner drafted both the proposed enabling legislation and the model occupancy and maintenance by-law. To date, no action has been taken, but this matter would appear to be under serious consideration by the Ontario Government.

This is one instance in which an idea emerging from discussion at a CPAC conference was subsequently accepted and acted upon by government. For me, it was a unique experience to have organized the Conference where the question of the need for maintenance standards was raised; to have forwarded the recommendation to the Provincial Government; and to have had the opportunity of writing the final report for the two participating federal and provincial agencies.

(Mr. Dempsey was Regional Supervisor for the Ontario Division of the Community Planning Association of Canada for five and a half years. He is presently Executive Assistant to Dr. F. W. Minkler, Director of Education for the Township of North York.)

1. *Proceedings of the Ontario Urban Renewal Conference* (Toronto: Community Planning Association of Canada, Ontario Division, 1957), p. 26.

2. *Ibid.*, p. 27.

3. The Community Planning Branch was transferred from the Department of Planning and Development to the Department of Municipal Affairs in the spring of 1961.

4. *A Better Place To Live*, A Study on Minimum Standards of Occupancy and Maintenance of Dwellings (Toronto: Ontario Department of Municipal Affairs, Community Planning Branch, 1962).

James W. Wilson

Looking over the years since 1951 I feel that the Community Planning Association has done a splendid job in advancing the cause of planning in government in British Columbia. At the same time it probably could not have achieved what it has but for the perseverance and drive of the Executive Director of the B.C. Division, Mr. Tom McDonald.

With this in mind, I would say that the main achievements of CPAC in the last 13 years have been:

1. Successful promotion of professional planning. In 1951 there were no full-time municipal planning operations and only one in regional planning in the Province. Now there are about ten full-time staffed municipal operations and four regional planning boards.
2. CPAC has helped to communicate the work of the planners to the community. I am convinced that much more could have been done in this field but that this is not the fault of CPAC, being due sometimes to the failure of the planners to take advantage of CPAC and sometimes due to the system in which the planner, as an employee, is not free to make use of an outside body like CPAC.
3. In certain areas CPAC has done a considerable amount of "ground-breaking" for planning, or in some cases, merely for the establishment of a rudimentary form of local government. In this connection the Provincial Government stands in the debt of CPAC.
4. CPAC has been active in promoting changes in legislation governing planning in B.C.
5. It has been active and successful in taking up special issues and controversies in different communities, particularly in the City of Vancouver. In this way it has been successful in bringing to bear on any problem a wider range of views than would otherwise have been the case.
6. It has helped to further planning by educating, through its annual short courses, some of the people engaged in the planning process, in particular, Advisory Planning Commissioners and municipal administrators.

It is not easy to see change in the everyday affairs of government, but if one looks back a dozen years it is quite clear that, in fact, a great deal of progress has been made. That it has been made is a tribute to the worth and success of the Community Planning Association in B.C.

A. E. K. Bunnell

For a long period of years, commencing further back than I care to acknowledge, community planning in Canada evoked no interest except to a small number of dedicated fans—Mr. Noulon Cauchon, Ottawa; Mr. Horace Seymour, Edmonton and elsewhere; Mr. N. D. Wilson, Toronto (with whom I had a long partnership); Mr. John Kitchen, Ottawa, Mr. Aimé Cousineau, Montreal; Messrs. Walker and Dalziel, Vancouver; and there will be others.

Along about 1908 or 1909, Sir Clifford Sifton, then Minister of Interior and Chairman of the Conservation Commission, brought Thomas Adams from England to Canada. He roamed the country and raised a few sparks of interest in the general concept of planning the use of land.

Within three or four years he departed for a greener pasture—The Russell Sage Foundation in New York, where he made a monumental study which will long remain one of the landmarks in the community planning field on this continent. On or about the time that Mr. Adams came to Canada, there was an organization in Toronto known as the Guild of Civic Art (which later became the Toronto Civic Guild) to promote the idea of a green belt based on the ravines of the Don and Humber Rivers. This organization was originally headed by Sir Edmund Osler and later by Mr. J. B. O'Brien. The Guild had good support from a number of persons both lay and professional in the life of Toronto, and published a report some time prior to World War I which has stood as a monument for all subsequent City Planning studies in the City.

From the people I have named, and a few others, the seeds of citizen interest in the planning process were sown, and eventually grew into the Community Planning Association of Canada. Meanwhile, CPAC has become a potent force in the establishment of recognition throughout the Provinces and local communities in Canada that community planning is essential to the well working of the governmental process.

Paul Dozois

En août 1951, dans LA REVUE CANADIENNE D'URBANISME, M. Roger Marier, l'actuel sous-ministre du Bien-être Social de la Province de Québec, commençait un article par la citation suivante de M. Gaston Bardet, "l'Urbanisme qui s'impose à l'attention d'un membre de plus en plus grand de personnes reste encore pour beaucoup une notion assez confuse".

En 1964, pareille affirmation étonnerait, car aujourd'hui cette notion n'est confuse que pour un nombre de plus en plus petit de personnes.

La population du Québec et les administrateurs publics en particulier, sont conscients qu'il faut appliquer les principes de l'Urbanisme pour assurer le développement de nos municipalités. C'est par centaines que l'on peut maintenant compter les localités où l'on impose des règlements de zonage, lesquels découlent d'un plan directeur. La notion d'Urbanisme est comprise au point que c'est la population elle-même qui exige le respect de ces règlements et souvent réclame le referendum lorsqu'il s'agit de modifier un plan directeur.

Cette évolution qui a pu paraître longue à certains a été possible grâce à la ténacité de nos Urbanistes qui ont été de véritables apôtres.

Ceux qui tenteront de décrire l'évolution de l'Urbanisme depuis une vingtaine d'années ne pourront ignorer l'immense contribution de l'Association Canadienne d'Urbanisme tant sur le plan national que sur le plan provincial.

Sur le plan Provincial, la section Québécoise a connu un grand essor parce qu'elle a groupé tout ce que nous comptons d'Urbanistes compétents et qu'elle a pu ainsi par une action concertée et intelligente faire connaître et comprendre l'importance de cette science.

Que l'Urbanisme soit aujourd'hui mieux compris me réjouit grandement. En mars 1957, dans la revue canadienne d'Urbanisme j'affirmais que la clef du problème résidait dans une prise de conscience éclairée de la population et que j'étais de ceux qui croyaient fermement que l'Urbanisme devait être compris pour être admis.

Or aujourd'hui l'Urbanisme est admis précisément parce qu'il est mieux compris. Au cours de la session 1959-60 j'ai eu l'occasion en tant que Ministre des Affaires Municipales, de soumettre des amendements à la loi des Cités et Villes, pour donner aux municipalités du Québec des pouvoirs plus complets en Urbanisme. Ce projet de loi inspiré par M. Jean Claude Lahaye, Urbaniste de grande réputation a été accueilli favorablement par tous les intéressés alors qu'il aurait sûrement suscité de fortes oppositions quelques années plus tôt. Cette loi venait à son heure, et elle a été utile parce que les intéressés ayant évolué la désiraient, et étaient prêts à s'en servir.

L'on parle actuellement d'une loi Provinciale de l'Urbanisme et l'idée fait son chemin. Ce qui aurait été impensable il y a quelques années, sera possible très

bientôt et cela malgré toutes les difficultés que présente l'élaboration d'une telle loi.

Il serait trop long de réciter en détail ce à quoi se sont butés, tous ceux qui se sont intéressés à l'Urbanisme depuis 20 ans mais une chose est maintenant certaine c'est que l'Urbanisme est compris à ce point qu'il est non seulement admis mais réclamé. Cela est très réconfortant et nous permet de fonder les plus grands espoirs pour le développement et même le réaménagement fonctionnel de nos municipalités.

Edward I. Wood

One of the outstanding accomplishments of the Community Planning Association of Canada has been its ability through the years to sustain enthusiasm and interest in planning. The continuing flow of top flight planners and speakers across its platforms attests the willingness of busy men to come to the annual meetings and help in the furtherance of the work.

Thousands of lay people who would not otherwise be made conscious of planning are reached by the meetings and subsequent accounts of them.

R. T. Donald

The impact on the community of a voluntary organization such as the Community Planning Association of Canada is not easy to assess. However, from my work with the Association at the local and Provincial levels in two Provinces and at the national level, I am convinced that it has made an important contribution. Its success has not been so often found in spectacular achievements as in moderate degrees of success and influence here and there. These, when added together, have fully justified the foresight, courage and perseverance of its founders and its members throughout Canada. From my observation in the most recent years, I get the firm impression that the Association has moved out of the frustrations and disappointments that were the experience of so many of us who were associated with it in its earliest days. It seems to me that it has now reached much surer ground, with increasing influence as a national organization.

Apart from mobilizing citizen opinion on certain specific issues at the local level, the greatest success of the Community Planning Association has been the creation and strengthening of the concept of the necessity for physical planning in our communities.

It has promoted and increased involvement of citizens in the betterment of the places in which they live. This, it has insisted, is everybody's business and should not be left entirely to government. Looking to the future, I should like to see a much greater partnership between physical and social planners. They should not operate in isolation from each other. Too often we have witnessed good physical planning without due consideration having been given to the social implications and needs of those who were to live in the communities that were created. I would hope that the Community Planning Association would assume a greater degree of leadership in this area.

George B. Langford

Community planning in Ontario owes a great deal to George Drew who was Premier of the Province during the latter part of the last war. He visualized the need for greatly augmented social benefits which could be expected from better area planning. To this end he established the Department of Planning and Development.

This Department began to function in May of 1944 with Dana Porter as Minister and myself as Director. One of our first moves was to establish branches such as Conservation, Trade and Industry, and Community Planning. I think the Community Planning Branch was one of the early, if not the first, moves to establish community planning in Ontario and give it official status. Mr. A. E. K. Bunnell was appointed as Head of the Branch and later Stanley Nash was appointed as his Assistant. The legislation governing town and community planning in Ontario has all stemmed from this branch and especially the work of the men mentioned above.

It was obvious that the Government alone could not accomplish what was needed. It could establish a favourable atmosphere for planning but it required a civilian organization to stir up the people generally and get them enthused about proper town and community planning, and at the same time to acquaint them with what could be accomplished by proper planning. The CPAC was organized independently for the purpose of achieving this much needed objective. I do not recall that I played an active part in the early days of the CPAC as I did not think it proper to ride with both the fox and the hounds. However, I was firmly behind the organization and I have always felt that it is a necessary adjunct to the permissive legislation.

THE STORY OF OUR DIVISIONS

British Columbia

Of course, much has happened in the British Columbia Division of the Community Planning Association of Canada since its inception in 1947. *LAYOUT FOR LIVING*, that lively newsletter issued by the National Council of that day, said in its February, 1947 issue that: "The Community Planning Association of Canada has few illusions about the immensity of its task." Those who have been the hard-core of the town and community planning movement in British Columbia were well aware that this statement was a recognition of the tremendous obstacles before the Association, whose objective was: "To foster public understanding and participation in all forms of community planning."

The first chairman of the British Columbia Division was the late J. A. (Sandy) Walker, Executive Engineer of the Vancouver City Town Planning Commission. He rallied those around him whom he knew had an interest in the orderly development of our communities—such men as Messrs. H. V. Jackson, A. G. Graham, G. E. (Ted) Baynes, Prof. F. Buck, J. Davidson, G. F. Fountain, F. W. Nicolls, F. L. Shaw, Lt. Col. F. J. Simpson, W. Brand Young, J. Allan Jones and J. T. Gawthrop. These men comprised the first B.C. Division Executive in the year 1946.

The Victoria Branch was also established in 1947 but it failed to function as a Branch until later. The Greater Vancouver Branch was organized the same year—its Chairman, Hugh A. Martin; Vice-Chairman, Dr. L. C. Marsh; Secretary-Treasurer, the late Professor F. Lasserre; Messrs. Brenton S. Brown, R. J. Cave, Harry Duker, Malcolm Ferguson, L. R. Munroe, Douglas Simpson and P. R. U. Stratton.

Objectives were established by these two bodies. Among those proposed were amendments to the Town Planning Act to provide for the establishment of Regional Planning Areas and Regional Planning Boards in the Province in order that a Regional Planning Authority could be established in the Lower Fraser Valley; also the establishment of a Planning Department in the City of Vancouver.

The first annual meeting of the Division was held June 27th, 1947. Mr. Harry V. Jackson succeeded Mr. J. A. Walker as Chairman of the Division. Mr. Jackson was appointed a member of the National Council and achieved the honour and distinction of becoming the National President of our Association in 1952. Mr. G. E. Baynes, at the 1948 Annual Meeting of the Van-

couver Branch, said of Mr. Jackson: "He was an example of the evangelism and courageous fighting will which was needed to successfully achieve any aspect of Town Planning."

The skein of events which comprises the story of CPAC in British Columbia was spun by many personalities who contributed talent and devotion, in an endeavour to stimulate the public to take action to improve our communities by the planning process. All of these personalities cannot be recorded in this brief outline, and we must confine ourselves to recording those which come to mind, leaving the pleasant task of compiling the names of all those who assisted in weaving the fabric of CPAC in British Columbia to someone who will write the complete history of the Division.

The Division has had eight chairmen to date, two already have been mentioned and the others in order are: Messrs. G. E. (Ted) Baynes, Ivor L. Parry, Hugh A. Martin, W. T. Lane, J. H. Steede and H. G. Bourne. Nearly all continue an interest in the affairs of the Association. Mr. Lane is a member of the National Council this year (1964), as is Mr. H. G. Bourne, our present Chairman. Our first National Councillor was Mr. W. Brand Young.

Others who have left their imprint upon CPAC in British Columbia are: Dr. Leonard C. Marsh, the late Professor Fred. Lasserre, Dr. H. P. Oberlander, Dr. J. Lewis Robinson, Prof. S. H. De Jong, Prof. Ira Robinson and Messrs. J. W. Nicolls, P. R. U. Stratton, G. F. Fountain, Brenton S. Brown, H. Wienreich, L. A. Munroe, A. G. Graham, J. H. Doughty-Davies, the late A. Hugo Ray, R. A. McMath, Bob Olafsen, C. L. Justice, H. C. Murray, F. C. Leighton, R. C. Hale, Geoffrey Massey, C. McC. Henderson, R. A. Williams, D. M. Manning, W. Kerr, E. E. Chace, D. Naumann, J. F. Watson, J. W. Wilson, H. W. Pickstone, Brahm Wiesman and N. Worsley.

The distaff members of the Association have been well represented by Mrs. E. W. Shepherd, who was actively engaged in CPAC work in Manitoba before coming to British Columbia. She has worked long and faithfully at the Branch level as Chairman of the Capital Region Branch and as a member of the Division Executive for many years. Mrs. Laura Jamieson, ex-alderman of the City of Vancouver; Mrs. Betty Clyne, who served for many years on the Town Planning Commission as well as on the Executive of the Vancouver Branch; Mrs. Elizabeth Wood, a member of the Division Executive until her election as Mayor of the

City of New Westminster; Mrs. Elizabeth Lane, present Chairman of the Vancouver Branch and a member of the Division Executive; and Miss Mary M. Rawson—these are all names which should be mentioned.

In 1948, the Vancouver Branch and the Division called a meeting of municipal representatives of the Fraser Valley to discuss amendments to the Town Planning Act which would provide for Regional Planning and Regional Boards. The Minister of Municipal Affairs, the Hon. R. C. MacDonald, attended the meeting and that same year, the Town Planning Act was amended to make provision for regional planning. Further meetings were called by the Association in the Lower Fraser Valley to continue to press for a Regional Planning Area and a Regional Planning Board. Representatives of the twenty-six (now twenty-eight) cities, towns, municipalities and villages, by resolution at one of these meetings, requested the Minister of Municipal Affairs to declare the area from the Village of Hope at the eastern end of the Valley to the Georgia Straits on the west, and from the mountains to the north to the International Boundary to the south (1500 square miles) a Regional Planning Area. In June, 1949 this was done.

Tom MacDonald, Secretary of the B.C. Division was, with the Division's sanction, appointed Secretary of this Lower Mainland Regional Planning Board of British Columbia until such time as sufficient funds were available to the Board to provide for a permanent staff. Dr. H. P. Oberlander was Planning Consultant to the Board and in 1951, Mr. J. W. Wilson was appointed its Executive Director. The Division has continued its interest in the Board to date and recognizes the valuable work it has done and the stimulus it has given to planning with its many reports, culminating in a Regional Plan. Its first Director, J. W. Wilson, is an honorary member of CPAC.

The Division also helped to sow the seed which resulted in the appointing of the Capital Regional Planning Board of British Columbia, offering its services and financial assistance to get the Board started. This Region and its Board were gazetted in 1951, embracing one hundred square miles of the lower part of Vancouver Island. Mr. Brahm Wiesman was its Executive Director and a Regional Plan for the area was produced in 1959.

The first newsletter of the Division was published in 1947. The Division is now publishing COMMUNITY PLANNING—B.C., which is sent to all municipal councillors, planning commission members throughout the Province, all newspapers and M.L.A.'s in the Province and to our own members.

Also, in 1948, representation was made by the Vancouver Branch to the Vancouver City Council to establish a City Planning Department in the City of Vancouver. The Vancouver Board of Trade supported this endeavour and, in 1951, the City appointed a Fact-Finding Committee, which was followed by the Spence-Sales Report on the function of such a Department within the City Hall and, in 1952, the Planning Department was inaugurated.

The first province-wide Planning Conference was called by the Division October 28 and 29, 1948. It was directed towards elective municipal representatives and officials and was well attended by people from many parts of the province. Since that time many conferences have been held, provincial as well as regional, and they have become a regular feature of the Division's programme.

Lack of low-rental housing concerned the members and in 1949, the following resolution was addressed to the Federal Government:

WHEREAS the Dominion Government, acting through the Central Mortgage and Housing Corporation, has done a fine job in providing well-planned housing for our veterans, and

WHEREAS the time has now come to tackle the job of providing adequate housing for all our citizens living in over-crowded or unsanitary conditions;

THEREFORE, let it be resolved that this meeting urge the Dominion Government to lose no time in conferring with the Provinces and the Canadian Federation of Mayors and Municipalities, with a view to early passage of legislation providing financial assistance for low-rent housing, administered by local housing authorities.

A similar resolution, urging the Provincial Government to press negotiations with the Dominion Government for passage of such legislation, was addressed to the Provincial Government. A short time later, legislation was forthcoming but the struggle to achieve the first low-rental housing scheme in British Columbia was still to be won at the local level. The Vancouver Housing Association and the Vancouver Branch engaged in this controversy, culminating in final victory for the acceptance of low-rental housing.

The Division was concerned with ribbon development appearing on our Provincial Highways and by representation, brief and correspondence with the Provincial Government, commencing in 1951, voiced the view that limited access highways should be established in the Province. In 1953 a Bill was passed establishing such access highways.

The Division has been concerned regarding planning education and was successful in securing three

continuing scholarships (two given by the B.C. Electric Company Limited; one by the B.C. Telephone Company Limited) for the two-year post-graduate course in Community and Regional Planning conducted at the University of British Columbia. This year (1964) Mrs. E. W. Shepherd of Victoria organized a committee which prepared an excellent report containing suggestions for the introduction of Planning into studies of the school curriculum.

In 1954, the Division promoted a one-week orientation course in Community Planning, sponsored by the Graduate School of Community and Regional Planning, the Department of Extension, the University of British Columbia and the B.C. Division. The course has continued each year since that time.

In 1950, the Vancouver Branch organized a committee comprised of representatives from many civic bodies to press for a change in the administration of Garibaldi Park, which at that time was administered by a small board appointed by the Provincial Government with very little funds for operation of the Park. The opinion was that if the Park was turned over to the Parks Division of the Department of Lands and Forests, the opportunities for development of the Park would be greater and qualified personnel would assure proper plans for its development. After many meetings and representations to the Government, a Bill was passed in 1953 turning Garibaldi Park over to the Provincial Parks Division. Since that time, the Division has continued its interest in Garibaldi Park and, in 1963, the Garibaldi Joint Action Committee, representing various organizations with a total membership of 120,000, has pressed for development of the Park. The Executive Director of the Division was appointed Chairman of a Sub-Committee of this group to study the 1959 Garibaldi Park Master Plan. This was done and the findings of the Sub-Committee, as approved by the Garibaldi Joint Action Committee, were presented to the Provincial Government and action is awaited.

Concern had been expressed for some years regarding the establishment of a Regional Park Planning Authority in the lower mainland of British Columbia. The Lower Mainland Regional Planning Board, in its report "Land for Leisure" issued in 1961, also recommended that such a body be established. The Association brought to the attention of the Fraser Valley Municipal Association the need for such a body. In 1961, other organizations, including the Fraser Valley Board of Trade and the Lower Mainland Park Planning Advisory Committee, also pressed for such an Authority and this year (1964) legislation has been prepared to enable such an Authority to be established.

The control of billboards on our Provincial highways has been a matter of concern to the membership. Representation has been made to the Provincial Government and the Municipalities, by the Division for control of such billboards. Since taking this matter up, many municipalities have passed by-laws prohibiting the erection of billboards and the Provincial Government has also urged that action be taken.

The Vancouver Branch presented a brief to the local National Harbour Board, setting forth a number of recommendations relating to Vancouver Harbour in 1960. Among these recommendations was a suggestion that a Committee be established representing the various interests of the Harbour and it is gratifying to note that this year the Federal Government through the National Harbour Board has established such a committee.

The Vancouver Branch was also consulted by the Department of Transportation relating to the emission of smoke from ships while in the harbour. Air pollution and water pollution have been the concern of the Division; also, exhibits on air pollution have been mounted and displayed and representation made to civic authorities as well as to the Provincial Government. The Division was successful in having air pollution studied by the joint Metropolitan Committee and have suggested to the Provincial Government that the Provincial Water Control Board should also concern itself with the control of air pollution.

Representation has been made from time to time to the Provincial Government to increase the budget of the Regional Planning Division in order that adequate staff might be available to cope with the planning problems in unorganized territory. It was gratifying to note that substantial increases have been made of late in the budget of the Regional Planning Division.

Over the years, representation has also been made to save scarce arable land in the Province of British Columbia. This was the main theme of the Division's brief presented to the Royal Commission on Canada's Economic Prospects.

The Capital Region Branch, Victoria, and the Vancouver Branch presented briefs to the RAIC inquiry into the design of the residential environment of Canada.

Branches established were: the Vancouver Branch in 1947, the Capital Region Branch, Victoria, in 1947, the Cowichan Branch in February, 1949, the New Westminster Branch in 1948, the Richmond Branch in 1956 and the Fraser Valley Branch in 1959.

The history of the Branches has been varied and some have ceased to function. The Richmond Branch

voluntarily decided to cease operations after its objectives had been achieved. Richmond now has an Advisory Planning Commission comprising 29 members who represent various civic interests in the municipality. These 29 are all members of CPAC and it is considered that such a group carries on the work of the discontinued Branch. The Vancouver Branch has continued to function since 1947 but it has the advantage of the B.C. Division office and the Director on the ground, as it were, at its disposal. The Capital Region Branch has had very active periods and is in the throes of such a period at the present time. It has done excellent work in its community in organizing meetings, conferences and delegations, presenting briefs and drawing the public's attention to many planning matters. Recently, it held a one-day session on "Uglification" and its members, placarded with signs, walked 3½ miles in the James Bay area. A luncheon and meeting followed at which 100 were in attendance and comments in the press and an editorial in the VANCOUVER DAILY SUN praised the members for their action. The New Westminster Branch has not functioned for some years, nor the Cowichan Branch. The Fraser Valley Branch meets from time to time, when its officers feel some matter should receive public attention. The real crux of the failure of some Branches to continue operating is a financial one. The amounts allocated to, and collected by, the Division are not sufficient to carry the Branch expenses.

These brief highlights of events in British Columbia just sketchily touch the surface of the Division's activities. The prolonged effort to achieve our objective consumed much effort and time which cannot be conveyed in this outline. Other happenings equally important and equally time-consuming have not been recorded because of lack of space.

Alberta

The Community Planning Association of Canada in Alberta had its beginnings under the guidance and leadership of the late George Brown of Calgary, Secretary-Treasurer of the Alberta Division, who, with a nucleus of interested Alberta people, formed the first Alberta Division Executive in 1948, with the office of the Division established at Calgary. Among the first members of the Community Planning Association in Alberta were George Brown, Calgary; J. McCorkle, Medicine Hat; G. Robins, Lethbridge; Mrs. R. Wilkinson, M.L.A. Calgary; L. Plotkin, Edmonton; L. Gertler, Edmonton; Noel Dant, Edmonton; Rhys Smith, Cal-

gary; B. Y. Card, Edmonton; and L. G. Grimble, Edmonton. Mr. Noel Dant was the first Alberta National Councillor, Mr. J. McCorkle first Chairman of the Division and Mr. George Brown, first Secretary-Treasurer.

Through the efforts of Mr. Brown and this first CPAC group, conferences and meetings were held which stimulated interest in the planning of Alberta's future; official Planning Authorities evolved in the cities of Calgary and Edmonton. Professor Harold Spence-Sales of McGill University was called upon to assess the Alberta planning picture and advised the setting up of technical planning offices in the major cities.

Alberta legislation was passed giving this Province the most advanced planning legislation in Canada. Under this legislation provision was made for the establishment of District Planning Commissions throughout the Province with the Alberta Government offering to pay half the costs if the communities would join together to shoulder the other half and set up their Planning Boards in their own communities.

The need for public understanding of the processes of planning was recognized by CPAC in Alberta, and the Branches in Calgary and Edmonton held meetings to further this end. In 1953 the Divisional office was moved to Edmonton with Mr. L. O. Gertler named as Chairman and Mrs. Janet L. Blench as Secretary-Treasurer. The Alberta Division, under the Chairmanship of Mr. Gertler, and later under Mr. D. T. Goodwin and Mrs. C. R. Wood, M.L.A., saw as its task the promotion of the establishment of District Planning Commissions throughout the Province.

With a planned programme of a series of Alberta Regional Conferences, the Alberta Division of CPAC began a long range promotional project by organizing meetings at which representatives of towns, villages, municipalities and civic groups could discuss their planning problems with professional planners, sociologists, legal advisers, government officials and businessmen. The first seeds of planning thought were planted at these conferences and followed up by reinforcements of literature and further meetings with officials of the Provincial Town and Rural Planning Branch. Enthusiastic members of CPAC such as L. Gertler, B. Y. Card, Harry Lash, Noel Dant, L. G. Grimble, D. L. Makale, Denis Cole, R. Rookwood, D. R. Stanley, James Gee, N. Emms Read, Mrs. C. R. Wood, M.L.A. and Miss Yvonne Morin, as well as many others, gave unstintingly of their time and effort to make these conferences successful. Final results were sometimes slow in materializing, but today Alberta has seven

District Planning Commissions operating throughout the Province which cover approximately 75% of the entire area of the Province. CPAC can take credit in large part, through its regional conferences, for promoting the understanding and participation of citizens in their establishment and present activity.

To increase the knowledge of Alberta citizens about Planning, the Alberta Division sought, by means of a "Travelling Library of Planning Titles", to bring to those outside the metropolitan areas some information on this important subject. The library contained a wide variety of books on planning bought by the Division and sent on a tour of all the Public Libraries in the Province through the facilities of the University of Alberta Extension Department and CPAC. Upon completion of the tour the books were donated to the Extension Department to provide a complete source of Planning literature to citizens of the Province. Comprehensive bibliographies prepared under the guidance of Professor B. Y. Card were widely distributed and copies were requested from distant points in Canada and the United States for some time after the project was completed.

At this same time in the history of Alberta activities, planning material was supplied to the Alberta Curriculum Branch to be used as a supplement to Social Studies texts, and other subjects related to planning. The aim of the Association in this regard was to influence the curriculum makers to give greater emphasis to planning in the junior high and high schools of the Province.

The University of Alberta was approached to consider extension and supplementary courses in planning through the Engineering Department of the University, and CPAC literature was supplied by the Division to the University Libraries for several years.

Another facet of importance in CPAC work in Alberta was the campaign to set up Branches in major centres of the Province. A Branch was established in Red Deer in 1956 and, competing with many other civic and service groups, achieved a high standard of meetings under the leadership of Mr. Denis Cole and Mr. Kerry Bissell. The Red Deer Branch also successfully brought to the public many pertinent planning problems via a radio series which received enthusiastic response.

Groundwork for Branches in Medicine Hat and Lethbridge was begun but, although several new members were gained, no formal Branches were organized in these centres at this time.

Early in the life of CPAC the problems of city sprawl and fringe area blight in Edmonton and Calgary

were of great concern to the members. Several public meetings were held with this theme taking prominence, highlighted by an Annual Meeting addressed by Professor Albert Rose of the University of Toronto, Department of Social Work, speaking on the "Challenge of Metropolitan Growth". A comprehensive study on the Fringe Problem was made by the Alberta Division Executive accompanied by a special supplement prepared by Dr. B. Y. Card analysing conditions in four fringe communities outside Edmonton and Calgary. This study, along with a special letter of explanation, was placed before members of the Alberta Legislature prior to their sitting to discuss this important problem. It was partly instrumental in influencing the decision to set up a Royal Commission to study this problem. When the Royal Commission on Metropolitan Development in Edmonton and Calgary (the McNally Commission) was formed, CPAC submitted a further brief based on its studies and received special mention in the Commission's Report in January, 1956 for its work.

Another Study and Brief presented by the Alberta Division of CPAC was that to the National Royal Commission on Economic Problems in 1958 (the Gordon Commission). This Brief was later published in its entirety in the CPAC NEWS.

In 1954 the Division published the first booklet in a series entitled "Planning in Alberta". Edited by L. Gertler and Janet L. Blench, it was designed to become a written record of Planning Progress in Alberta. The series contained the major speeches and studies of the Alberta Division of CPAC over the years and received wide circulation in Alberta and throughout Canada. It was also requested from many United States Planning Authorities as a preview of the Alberta Planning picture. Unfortunately, due to lack of funds, publication of the series was discontinued in 1959.

While the Alberta Division of CPAC was working at full speed promoting the establishment of Planning Commissions throughout the Province, the Calgary and Edmonton Branches were carrying on full programmes within the two major metropolitan areas. Regular meetings were held in both cities to discuss pertinent planning problems. Housing was a major issue and, under CPAC sponsorship, the first explanation of Section 35 of the National Housing Act was given to an Edmonton group. Various panels and speeches were heard to discuss Parkland Policy, Amalgamation, Airport Relocation, Relationship of Community Planning to Community Living, Residential House Groupings and Landscaping, Urban Renewal, Library, Civic

Centre, Downtown Parking, Zoning Bylaw, etc. in both cities.

In Edmonton CPAC became closely associated with the Council of Community Services and the Canadian Association of Health, Physical Education and Recreation and many jointly sponsored meetings were held. In Calgary the Branch aligned itself with the Allied Arts Council.

Both Edmonton and Calgary Branches became known for their Edmonton Exhibition and Calgary Stampede Displays showing models, maps and charts depicting such current interests as the new subdivision design of Sherbrooke in Edmonton, the Edmonton Civic Centre proposals, Edmonton Bridges, Calgary's Library Proposals, Glenmore Dam Project, Alberta Recreation Areas, and similar displays. At all these exhibits CPAC literature was distributed and CPAC members were in attendance to explain the work of the Association to those interested.

With the introduction of television, the Division looked to this medium to further promote planning in the province. In Edmonton a 13-week, fifteen-minute series on CFRN-TV called "Blueprint for Tomorrow" was planned by Divisional Executive and Edmonton Branch members. The series, as well as emphasizing the work of CPAC, brought to Edmonton and district viewers their first look at plans for the City of Edmonton, the developing New Town of St. Albert and the Town of Fort Saskatchewan etc. These were illustrated with maps and models and explained by professional planners in the City of Edmonton's Planning Department, The Edmonton District Planning Commission and the Provincial Town and Rural Planning Branch.

On November 29th, 1961 a Branch was organized in Medicine Hat and several worthwhile meetings dealing with planning problems in the area have been held.

Throughout the years, the Edmonton Branch has regularly held well-attended meetings dealing with pertinent questions in the area. Prominent members of the Planning Commission, Planners, Engineers, Architects, City Officials etc., have participated in the programmes.

In 1962 the Alberta Division was host to the National Conference of the Community Planning Association of Canada. The Division and the Edmonton Branch worked extremely hard to assist the National Office with this Conference and were gratified at the undoubted success of the meeting.

Recently the Division began publication of a newsletter with a view to increasing its membership and strengthening its Branches.

Saskatchewan

The Saskatchewan Division was formed at a meeting held with the assistance of the Regina Chamber of Commerce on April 25th, 1954. The first Chairman was Mr. Stewart Young. Activities during the first year included a series of public meetings on the following topics: Our Neighbourhoods—for Living, Playing and Working; Streets—Designed for a Purpose; Houses orhovels; The Central Area—Today or Tomorrow; Making City Planning Effective.

There followed two years of considerable activity, particularly in the Regina area. However, a highlight of 1956 was the establishment of an Information Service which gathered planning information and news from various parts of the Province, mimeographed it and distributed it to a selected, province-wide mailing list. A Branch was formed in Saskatoon with the assistance of the Junior Chamber of Commerce.

In 1957 the Saskatchewan Division, in co-operation with a local Camera Club arranged a provincial contest for pictures and slides which would be suitable in a planning display. The Division had embarked on an active display programme, arranging exhibits at the Saskatchewan Urban Municipal Convention in Saskatoon and the Pion-era Exhibition, among others.

The year 1958 was highlighted by a Prairie Regional Conference on Urban Renewal arranged under the guidance of Mr. Stanley H. Pickett, who was then Urban Redevelopment Officer for CPAC. Key speakers came to Regina from Ottawa, Saskatoon and Winnipeg, and municipal councils in the three Prairie Provinces were represented. The Regina Chamber of Commerce and the Provincial Department of Social Welfare co-operated with this most important meeting.

In addition to a full programme of activity in 1959, the groundwork was laid for the formation of a Regina Branch of CPAC. A steering committee to begin the organization was eventually formed in February 1960.

The major event of 1961 was a symposium on "Architecture in Saskatchewan" held in co-operation with the Saskatchewan Arts Board. About 250 delegates came to hear such noted persons as Mr. John Burchard, Dean of the School of Humanities and Social Sciences at M.I.T. and Mr. Minoru Yamaski, the noted architect who was designing the Wascana Centre Development.

From 1961-62 the Division provided a most worthwhile service by preparing "A Planning Bibliography for Saskatchewan". This valuable research document was published and distributed widely. The Division also attempted to assemble copies of the material listed

and place them in the Provincial Library so that they could be borrowed at no charge by interested citizens.

"Our City Tomorrow" was the title of an 11-week extension course offered by the University of Saskatchewan in 1962. The course was co-sponsored and partially subsidized by the Division. The imaginative programme used the City of Saskatoon as the subject of a case study and employed lectures, tours, panel discussions and films to illustrate basic planning principles.

The Regina Branch established a Centenary Committee which conducted a survey among other organizations in the city to assemble suggestions for a centennial project in Regina. As a result of this survey, a Civic Auditorium was adopted as an undertaking to mark the 100th Anniversary of Confederation.

In 1963 the Saskatchewan Division hired Mr. Harold J. Clasky as Executive Director of the Division. A very successful seminar on Parks was held in Swift Current in October.

This Division looks forward to re-establishing the Saskatoon Branch and extending its activities to other parts of the Province. The major accomplishments of this Division lie in the history of cooperation with government and other citizens' organizations. The Division has acted as a co-ordinator of the various segments of the public, bringing them together in meetings and seminars which resulted in increased knowledge and constructive citizen action.

Manitoba

When the Manitoba Division commenced operations in 1947 there were only four planning commissions in Manitoba. Today there are planning commissions in many parts of the province, 46 outside the metropolitan area.

Part of this must be attributed to the operations of the Manitoba Division. Public interest has been aroused through the large-scale distribution of planning literature, to municipal officials, school board officials, Chambers of Commerce, and many other interested groups. We have brought to Winnipeg many competent speakers on planning, and have supplied speakers to many other parts of the Province. We have always supplied the Winnipeg newspapers with planning literature, and over the years we have been very successful in our news coverage for CPAC.

We have held a great number of conferences and symposiums in the major centres of the province, including Winnipeg, Brandon and Morden.

We participated in the National Conference which was held here in 1949 and, in 1952, a Western regional conference including Manitoba, Saskatchewan and Alberta was held in Winnipeg.

From 1951 to 1959 the Manitoba Division sponsored Community Planning Week; we obtained a great deal of newspaper, radio and TV publicity through this endeavour.

Briefs were presented by the Division to the Gordon Commission, the Greater Winnipeg Investigating Committee, and to the Province of Manitoba on planning and its prospects in Manitoba.

In 1949 we were successful in assisting the University of Manitoba in having a post-graduate course in town planning established.

As a result of the month-in-month-out effort in publicity for planning, we were able to have resolutions presented to the Provincial Government by the Union of Manitoba Municipalities, and the Manitoba Chambers of Commerce. As a result of this programme, the Provincial Planning Service came into operation in 1957, and this Division can take a great deal of credit for the initiation of this programme.

In 1954 the Manitoba Division assisted in the formation of the Saskatchewan division.

In 1958, the Division held a planning conference which culminated in the creation of the Urban Renewal and Rehabilitation Board by the Council of the City of Winnipeg.

From 1952 to 1959 the Division was responsible for giving publicity to the activities of the Metropolitan Planning Commission of Greater Winnipeg. The Division also sponsored an annual meeting, at which all councillors, Reeves and Mayors of the fourteen municipalities in Metropolitan Winnipeg were given an outline by the director on what aims and objectives the Metropolitan Planning Commission had for the future.

In 1960, 1961 and 1962, the Division again sponsored seminars, conferences and symposiums on planning in the Province. In addition, 1962 saw the co-sponsorship of a series of lectures at the University of Manitoba on planning for the layman and interested members.

The Manitoba Division now looks forward to an intensification of its activities within the Winnipeg area and an expansion of its programme to other areas of the Province.

Ontario

Ontario residents were active in CPAC from the start. In fact, eleven out of the thirteen members of the Provisional Council formed to organize the Association were from Ontario. P. Alan Deacon, a member of this Council, was appointed Convenor of the Interim Committee to organize the Ontario Division.

In January 1947, a Conference was held by the Ontario Department of Planning and Development at which planning commissioners, industrial commissioners, municipal engineers and other officials discussed the work of the Department, the relationship of municipal departments of traffic, sanitation etc. to planning, neighborhood planning, and the location of industrial and commercial enterprises. Walter H. Blucher, then Executive Director of the American Society of Planning Officials, spoke on the attainment of planning objectives, and R. E. G. Davis, National President of CPAC outlined the work of the Association. This meeting resulted in the formation of an Interim Committee to form an Ontario Division of CPAC, and P. Alan Deacon, a member of the Provisional National Council, was appointed Convenor.

The first Annual Meeting of the Ontario Division, was held on June 27, 1947, in the Royal York Hotel, Toronto. A Constitution was adopted and resolutions were passed concerning the use of sound principles of community planning in the housing field, the need for public housing, formation of Branches in CPAC, the encouragement of neighborhood improvement plans, and the holding of a Provincial Planning Conference in Ontario annually. Mr. W. H. Clark was elected the first Chairman of the Division and P. Alan Deacon was elected National Council Representative for the Division.

The following year, the Ontario Division appointed a full-time Secretary and began distribution of its own planning news digest. The Ontario Citizens' Planning Conference, held in Toronto in October, featured workshops which discussed the allocation of public revenues and powers and the reconciliation of public and private interests in property. New planning boards were being established and regional conferences were held to discuss basic planning matters.

By 1949, there were active Branches operating in Toronto, Hamilton and Ottawa with programmes related to the Official Plan and zoning and housing programmes in those cities. The Division assisted with conferences in London, Hamilton, Toronto, Jackson's Point, Woodstock and Welland in co-operation with the Provincial Government. The Toronto Branch pub-

lished a monthly digest on planning and housing, exchanged views on planning for family welfare with social workers and closely followed progress with the subway and the Official Plan.

The Ottawa Branch, in 1950, was co-operating with the City in defining "social areas" for use in the 1951 Census. It also established study groups on the housing needs in the area and the municipality's ability to pay for positive development. With the Canadian Association of Social Workers the Toronto Branch considered the social implications of Toronto's Official Plan. The introduction of planning subjects in schools, suburban annexation and sign restrictions on Yonge Street were among other topics discussed by the Branch.

The Northern Ontario Planning Conference held in May 1950, in Schumacher, discussed planning problems peculiar to areas covered by the Mining Acts, and methods of reconciling the effects of over-riding legislation for mines, hydro, highways, health, housing, waterways etc.

The highlight of 1951 was the Division's survey of Ontario's planning boards. This yielded much valuable information concerning the status and acceptance of planning across the Province, and provided useful data on financial, administrative and jurisdictional problems.

This survey assisted the University of Toronto in its research project on the nature of the planning process in Ontario.

Divisional Conferences during the year included an Eastern Ontario Regional Planning Conference in Kingston in September which discussed planning in smaller municipalities and planning implications of the St.-Lawrence Seaway. The Ontario Planning Conference in Toronto the next month discussed planning problems of larger municipalities.

In 1952 the Division presented a brief to the Ontario Department of Planning and Development seeking staff assistance from regional centres for smaller municipalities, and the development of survey techniques for use by staff in smaller centres. It stressed the need for low rental housing and the redevelopment of central business districts and older residential areas in larger cities. The brief also urged the co-ordination of legislation affecting planning, the definition of regional areas and the creation of regional planning boards. Revision of the clause providing for the dedication of 5% of the land for public purposes was urged so that this land could more properly serve the needs of the community in accordance with the master plan. Some of the suggestions in this brief, particularly those related to land for public purposes, were incorporated

into amendments to the provincial housing and planning legislation.

The Toronto Branch was devoting some attention to housing at this time and established a committee to consider housing in industrial areas and one to cooperate with the Toronto Welfare Council in studying housing for older persons. CPAC actively promoted the Regent Park slum clearance and housing project, acting as a co-ordinating agency in the distribution of information before the plebiscite was held. The Ottawa Branch prepared and distributed a report on specific Ottawa problems including maintenance of the green belt.

In 1953 two one-day conferences on housing the elderly were held in London and Kingston. The Division also co-operated with the University of Toronto Extension Department in presenting weekly lectures on planning over a ten-week period. The Toronto Branch held a conference on Open Space.

The outstanding feature of the 1954 programme was the holding of a joint CPAC-TPIC conference in Toronto in May. Discussion topics included regional planning, metropolitan government and transportation. Both organizations passed resolutions calling on the University of Toronto to continue its town planning course.

In 1956, the Ottawa Branch was re-organized as the National Capital Region Branch, to include both the Ottawa and Hull communities. The highlight of their programme was the construction of "Dream Town", a large model of a planned neighborhood which was displayed at the Ottawa Home and Garden Show. This Branch also began publication of *WHAT'S NEW IN PLANNING*, an annual review of planning progress in the Region which continues to be a valuable addition to planning information in the area today. In April 1956, the South-Western Region Branch of CPAC was organized in London. The Division presented a submission on "Slum Clearance and Urban Re-development" to the Royal Commission on Canada's Economic Prospects.

The Metropolitan Toronto Branch gave assistance to the United Action for Slum Clearance and the University of Toronto Extension Department in organizing an evening course on Housing and Slum Clearance which was held during the last three months of 1956. Assistance was given to the Metropolitan Civic Conference Committee to bring Aaron Levine, of the Citizens' Committee on City Planning of Philadelphia, to Toronto for a series of meetings and to hold a conference on "Municipal Government" in April.

Undoubtedly, the outstanding event of 1957 was the holding by the Division of the Ontario Urban Renewal Conference, in October. As a direct result of a resolution passed at this Conference, the Provincial Government undertook a comprehensive housing survey which was later published in book form entitled *"A Better Place to Live"*. Continuing action from these early beginnings resulted in the recent changes in Provincial legislation, including far-reaching amendments to the Planning Act. (Ed.—*Readers will find a full description of the Conference by W. A. Dempsey on page 30*).

With the close of 1958 came the end of an era. The Division's income had dwindled to almost nothing and with the consequent loss of its Regional Supervisor, programmes halted and the Division's effectiveness, temporarily ended. For the next eighteen months it existed only on a caretaker basis, with Mrs. Gladys Hornibrook loyally maintaining a basic service to the membership.

The pendulum swung! The year 1959 brought a revitalization of the Division under the able leadership of Dr. F. G. Ridge. Mrs. Richard Harding Scrivener succeeded to the chairmanship in 1960 and under her energetic and imaginative leadership, the Division emerged; its steady growth has continued to the present day.

The 1960 Executive saw the need to set new goals and establish the Division on a firm financial and organizational basis for the first time, providing it with a strength which has carried it through a number of problems. Emphasis was laid upon a three-pronged programme to build a sound financial base, new branches and increased membership and a solid standing committee structure. The success of adherents to these policies may be gauged by the formation of new, active Branches, the steadily growing membership and a widening financial base. Active, informative programmes have made these gains possible and, in turn, the Division's solid growth has greatly enlarged its sphere of influence and the effectiveness of its programmes.

With its increasing strength the Division was able to devote more of its energies to future planning policies, looking beyond existing municipal boundaries. A special study committee prepared a booklet *"Some Aspects of Regional Planning"* which received wide circulation and became the background paper for a Regional Planning Conference held in Toronto in May 1961.

The Toronto Region Branch was concentrating on a plan for the Waterfront and also held a public meet-

ing called "Stop the Rot" to discuss slum clearance and urban renewal progress in the City. Members of the Divisional Executive participated actively in the "Resources for Tomorrow" Conference held in Montreal in October 1961 and a special committee of the Division prepared a brief "*Urgency of Values*" which received extensive distribution.

The Divisional Executive undertook a study of a national programme for CPAC and prepared a paper "*Looking Forward with CPAC*" which was presented to the National Council.

In December 1961, following an invitation from the Provincial Minister of Highways, the Division prepared a paper "*Transportation—Master or Servant?*" on the impact of transportation on regional planning. This was followed by a conference on the same subject.

Recognizing the importance to the planning process of the citizen member of the planning board, the Division held a "Planning Problems and Progress" Conference in Toronto in 1962. This unique conference was held expressly to provide a forum for the exchange of ideas and the dissemination of useful information. It was highly successful and by province-wide request it has become an institution forming part of each year's programme and gaining in effectiveness each time it is held.

An increase in Branch organization marked 1963. The South-West Ontario Branch was reorganized into an active London Area Branch, and a new Branch was formed in the Kitchener-Waterloo area, called the Waterloo-Wellington Branch. Activity in the National Capital Region and Toronto Region Branches also increased. The Division also embarked on a programme to encourage downtown rehabilitation in accordance with the "Norwich Plan."

Another important step forward was taken in January 1963 when the Division changed the method of financing the activities of the Branches. Hitherto this had been done by a series of grants to support specific programme activity. The new scheme returned to the Branch 50% of the dues collected from the membership in the Branch's area. This permits sound budgeting procedures and has done much to stimulate membership increases.

Québec

La division du Québec fut formée en mai 1947. Le premier président fut monsieur Eugène Chalifour et messieurs Antonio Lalonde, André Duval, Léon Cantin, George Mooney et Harold Spence-Sales constituaient l'exécutif.

Le 2 octobre, une résolution fut passée lors de la première assemblée générale nationale annuelle, demandant que les publications de l'ACU soient publiées en français et en anglais et qu'un secrétaire d'expression française soit nommé. Cette motion fut présentée par P. Alan Deacon de Toronto et secondée par George Mooney. Après quoi, Jean Cimon entra comme membre du personnel du Bureau national en février 1948.

Du 15 au 19 mars 1948, la division a tenu une semaine provinciale d'urbanisme à Sillery. Une exposition à l'hôtel de ville de Sillery, présentait l'étalage ARGO, le plan directeur de Sillery et le plan directeur de l'Université Laval, ainsi que plusieurs petits étalages de développement urbain. Il y eut plus de 2,000 visiteurs à cette exposition. Vingt-cinq maires ont assisté au banquet de fermeture de 90 invités. Monsieur Jacques Gréber était présent et a passé des commentaires favorables sur l'étalage. Lors de ce banquet, le ministre des Affaires municipales, l'honorable Bona Dussault, a dit que la province devrait former un ministère de l'urbanisme.

Incidemment, le plan directeur de Sillery, le premier de la province, fut préparé par Charles Langlois, alors ingénieur de la cité de Sillery, et un comité de 20 citoyens avec l'aide d'un architecte professionnel, monsieur S. A. Gitterman, qui fut envoyé par le gouvernement fédéral. Cet événement fit l'objet de nombreux articles tant à la radio que dans les journaux, dont nous avons 44 coupures dans nos dossiers.

Tôt la même année, 1949, la division de Québec amorçait un cours d'urbanisme consistant en 12 conférences présentées par Edouard Fiset, à l'Université Laval.

Au début de 1947, la succursale de Québec insistait pour que l'on établisse des cours d'urbanisme dans les écoles et les universités. La succursale a collaboré avec Laval pour des études d'urbanisme et a travaillé avec les dirigeants municipaux et provinciaux à la création d'un mécanisme d'urbanisme pour la région de la capitale provinciale. Une conférence de trois jours en langue française fut tenue à l'Université de Montréal du 16 au 18 juin 1949.

En 1949, la division de Québec demandait au gouvernement provincial de passer une Loi sur l'urbanisme.

En 1950, la division travaillait à l'établissement d'une Commission métropolitaine d'urbanisme dans la cité de Québec et insistait également pour que la province passât la Loi nécessaire qui habiliterait les municipalités à se prévaloir des amendements récents apportés à la Loi nationale sur l'habitation, et portant sur les projets intergouvernementaux de logements. Une série

de séminaires ACU furent également tenus à Laval sur les problèmes d'urbanisme dans la région et dans la métropole.

De 1949 jusqu'à ce jour, la division de Québec a tenu une conférence provinciale chaque année, portant sur la province à l'emplacement même de ces conférences.

En 1962, la division de Québec, comprenant à ce moment 1,500 membres, a tenu une présentation de deux jours de films internationaux sur l'urbanisme, à Trois-Rivières. Les films provenant de 12 pays, furent projetés pour un vaste auditoire représentant toute la province.

En 1963, le gouvernement provincial formait une Commission provinciale d'urbanisme composée de huit membres. On demanda à cette commission de rédiger une Loi sur l'urbanisme accompagnée de recommandations sur le mode d'application.

Il est impossible d'évaluer l'influence des membres de la division depuis 1947, mais l'urbanisme était à peu près inconnu dans la province en 1947 alors qu'aujourd'hui, chaque municipalité est consciente du besoin d'urbanisme. La division fut certainement le principal facteur dans cette évolution.

Aujourd'hui, la division a son bureau central dans la cité de Québec et un directeur exécutif à plein temps. Les projets d'avenir de la division de Québec sont les suivants:

- (a) Continuer d'augmenter le nombre de ses membres.
- (a) Organiser ses succursales pour qu'elles soient plus actives dans leur propre milieu.
- (c) Organiser sur une base permanente, une présentation internationale de films sur l'urbanisme à chaque deuxième année.

Les délégués de la Cité de Québec présents au premier congrès de l'ACU à Montréal, 2-4 octobre 1947. De gauche à droite: L.-N. Boulet, ingénieur de la Cité; Burroughs Pelletier, directeur provincial de l'urbanisme; Dr. Emile Nadeau, officier médical de Santé de la Cité, et l'échevin Jos. Matte.



Nova Scotia

A formal history of CPAC in Nova Scotia must await careful research and a series of interviews with those who participated in its varied projects and endeavours. The present dissertation is but one person's memoir, without dates or names or footnotes; it is indeed, only an attempt to recall some of the highlights and the 'patterns' more evident now than at the time.

As with other citizen movements in this Province and across the country, CPAC in Nova Scotia has constantly tried to achieve a proper balance between the needs and crises of the main population centre (where most of its membership, logically has been concentrated) and the proportionate urgency in other localities. Likewise, its attention has been focussed alternately on the 'general' and the 'particular': from studies and statements on planning principles and organization to equally serious concern about proposed land-use changes for individual properties.

The Division knew, over the years, the exhilaration of "discovering" the Baltimore Plan for neighbourhood restoration, that sense of shared achievement when the Provincial Government appointed its first Planning Officer, when Halifax City Council witnessed completion of its first public-housing project and, later, agreed to participate with the senior governments in the unprecedented "Stephenson Study" of the old town's decaying centre.

The movement, in its earlier years, experienced the inevitable disparities between rank-and-file citizens of goodwill and the professionals in planning, architecture, engineering, and adult education. But their different talents and interests were pooled, to their mutual enrichment and to the community's advantage, as they shared in the Association's activities. Once again the 'democratic process' emerged from text-books into everyday life.

CPAC in Nova Scotia may well be proud of its "firsts", its achievements, its significant (if largely unrecognized) contribution to community advancement.

Canada's first "Minimum Standards Code", applicable to older pre-code residential buildings in Halifax, is traceable directly to detailed proposals from an unofficial CPAC study committee. Today's Bicentennial Highway sweeps its limited-access horseshoe around Halifax, Bedford Basin, and Dartmouth, with an extension to Halifax International Airport—years after CPAC's recommendations were brushed aside as the "impractical" notions of amateurs who had been looking at too many aerial photoes of Los

Angeles, with the study group equated to a cluster of dowagers over their tea-cups!

May 1964 witnessed official signing of agreements for a \$35-million redevelopment project in downtown Halifax. Over the years CPAC organized studies, reported, proposed, urged, demanded—yes, even demonstrated with house-to-house surveys, photographs, press interviews, television presentations. The “Cornwallis Centre” plan does not, of course, derive only from CPAC’s visionary activity over the preceding years, but that contribution cannot be overlooked. Once the National Housing Act was amended to facilitate land-use changes for “blighted areas”, the way was open for the Halifax project—first under the revised legislation. The historic “Redevelopment Study of Halifax”, conducted by Professor Gordon Stephenson, produced basic guide-lines for renewal of the City Centre and adjacent neighbourhoods. Then, in cooperation with Dalhousie University’s Institute of Public Affairs, CPAC sponsored “The Citizens’ Conference on the Stephenson Report” for delegates from scores of local organizations. Thus the report’s recommendations and its valuable data were relayed into thousands of homes, to rank-and-file voters and taxpayers. CPAC also organized “The Joint Coordinating Committee on Redevelopment for Halifax” (JCCR, for short, thankfully) to facilitate community-wide programmes for study, discussion, public statements, and cooperation with public authorities—all in support of official action on the Stephenson Study, with the combined effort of some fifteen of the city’s leading councils and other representative bodies.

Canada’s first “Information Session on Community Planning” was another CPAC-and-Institute project. The meetings in Windsor, N.S., emphasized dramatically the complexity of local planning by involving in the programme representatives of municipal, provincial, and federal departments and agencies together with business, labour, and other citizen interests.

A pioneering study of cross-Canada legislation and practice in regard to senior citizens’ housing was organized by CPAC’s Halifax Branch which also published the resulting report.

CPAC made its own contribution also to inter-provincial cooperation through its periodic Conferences and its one-time Office for the Atlantic Region. Specific results may not be apparent, but certainly there was a broadening of localized concern into a better appreciation of other viewpoints, other possible courses of action. The Conferences sought always to emphasize mutual problems, but each session brought

renewed realization that, despite the pronouncements of some pundits, community planning is both the same and different, everywhere. Theoretical objectives may be similar or the same, but local implementation and local legislation must be related closely to local needs and local traditions.

What are some of the ‘lessons’ in the checkered history of CPAC in Nova Scotia? A few observations, however biased, may be permissible in the context of this informal memoir.

A citizens’ movement concerned with such a nebulous idea as community planning may be especially effective when it works with and through existing organizations devoted to more varied interests. Providing information, speakers, panelists, and other special aids to other associations for regular meetings and conferences, CPAC has been able to reach far beyond its own membership. One unique example in the Halifax-Dartmouth area involved CPAC with CSRA—the unofficial Council of Suburban Ratepayers’ Associations, which, over a decade or so, urged area-wide coordination of planning by public authorities and private interests.

The submission of briefs to public authorities has offered frequent opportunity for CPAC, as a representative citizens’ organization, to offer assistance to problem-plagued officials in elected and staff positions. Legislatures and Councils must always recognize and carry out their proper responsibilities, but in many situations they welcome the thoughtful and constructive presentation of views and proposals by unofficial groups. Thus, CPAC in Nova Scotia placed submissions before Royal Commissions—for example, the Pottier Commission on Education Finance, for which CPAC emphasized the fiscal advantages of advance acquisition of school sites in new neighbourhoods and stressed the relevance of stabilized zoning and the forecasting of future school requirements. Submissions were taken before provincial and municipal authorities by CPAC on many occasions—sometimes informally, sometimes with all the permissible fanfare of publicity, according to the circumstances.

This leads to another observation: the necessity for close cooperation with press, radio, and television is essential for an association like CPAC, now that the public meeting draws so few other than the ‘devoted’. Interviews with visiting dignitaries for all three media have been a CPAC specialty. Local readiness to offer CPAC spokesmen for current-events panels drew favourable response from the first days of television in Halifax. Letters to newspaper editors and interviews

complete plan of Corner Brook which was put together in 1955 by the Councils of the four towns acting in co-operation, immediately prior to their amalgamation as one City. This plan, a comprehensive analysis and scheme, has been the bible of the Mayor and Council of the City of Corner Brook ever since.

The joint office operated until 1956 when the Provincial Government decided to establish an independent office of its own.

In September 1956, Mr. Pickett left us to undertake work in urban renewal with CPAC, and the two remaining officers separated their responsibilities: Mr. J. T. Allston becoming the Director of Urban & Rural Planning for the Province, a position he still holds, and Mr. Roy Balston became the City Planning Officer. Mr. Balston has since left us for the Mainland, and Mr. Tudor John is now City Planning Officer. The Hon. S. J. Hefferton was then Minister of Municipal Affairs. He is now Chairman of the Provincial Planning Advisory Board and Vice-Chairman of the Newfoundland Division of the Community Planning Association in Newfoundland; Mr. Justice (now Sir Brian) Dunfield is Chairman of the Division.

In about 1950, Sir Brian Dunfield, who had retired from the chairmanship of the St. John's Housing Corporation but was still Chairman of the St. John's Town Planning Commission, was invited to join CPAC; subsequently he was appointed National President and held this office from 1953-56.

In the Fall of 1952 Sir Brian sent out invitations to nearly a hundred leading citizens of St. John's who might be expected to show an interest in planning. No less than 83 of these attended a meeting at which the Newfoundland Division of CPAC was created. Many of these original members are with us still.

It will be noted from this story of the early progress of planning in Newfoundland that, in effect, there was a citizens' planning organization in Newfoundland four years before CPAC itself was founded in 1946. While the group concerned, like all such groups, has changed slowly in personnel over the years, the same leadership and in large part the same central group, is traceable all the way from 1942 to the present day. We had, so to speak, a Community Planning Association years before we knew of CPAC's existence, which naturally did not extend its activities to us until we became part of Canada in 1949.

The present Minister of Municipal Affairs, Hon. B. J. Abbott, and the Deputy Minister, Mr. C. W.

Powell, are also members of CPAC, as are all the members of the Provincial Planning Advisory Board.

We have a CPAC Branch, now unfortunately of small numbers, in Corner Brook. At the time, however, of the amalgamation of the four towns, it rose to quite a large membership, as large indeed as the membership in St. John's, and exerted a marked influence in the negotiations leading up to the Union.

The history of CPAC in Newfoundland is perhaps peculiar in some respects. It seems in a sense to have operated from the top downwards, rather than from the bottom up. When we formed our original Division with about 80 members, our membership focused, as it were, round the same officials and leading groups who had been associated with the Housing Corporation and the Town Planning Commission for a good many years past; and we have been in the happy position all down the years that the Mayor and Members of the City Council, and leading Provincial Government officials connected with planning and municipal affairs, have at all times been leading members of the Newfoundland Division of CPAC. In other words, the City Council, the Town Planning Commission, the Department of Municipal Affairs and CPAC were so closely interlocked, and still are, through their respective leading officials, including the successive Ministers of Municipal Affairs, that conference and internal influence, rather than outside organization or agitation, have been CPAC's natural method of exerting an influence upon public affairs.

Municipal Government in Newfoundland has been of very recent growth. From about 1930 onwards various Statutes offered the possibility of establishing governments in the towns and villages outside St. John's, but no one seemed anxious to take advantage of these.

In later years however, a campaign of education was carried out by the late Senator Herman Quinton, who was at that time a Member of the Commission of Government, and he was successful in selling the idea of Local Government to the people. Since then, growth has been rapid.

Under the present Statute, Local Government comes under the heads of Towns, Local Improvement Districts, Rural Districts and Communities. The following chronological table shows the rapid growth of Local Government or its forms:

<i>Year</i>	<i>Municipal Units</i>
1939	1 City.
1949	1 City; 4 Rural Districts; 15 Towns.
1959	2 Cities; 4 Rural Districts; 27 Towns; 2 Local Improvement Districts; 30 Communities.
1962	2 Cities; 4 Rural Districts; 46 Towns; 6 Local Improvement Districts; 47 Communities.

All these Local Governments receive financial assistance from the Provincial Government, and among practically all of them there is a demand for planning to such an extent that the Provincial Department has never really been able to meet the demand. At present, the Provincial Department has three professional Planning Officers, Mr. J. T. Allston being in charge; the City of St. John's having two, with Mr. Tudor John in charge. The City could do with another officer and the Province could do with two or three more. But, as everyone in CPAC knows, while fifteen years ago it was hard to find a job for a planning officer, today it is exceedingly difficult to find planning officers for the jobs available.

Nevertheless, the Provincial Department has done wonderful work despite its handicaps. Among its enterprises under way may be included a control system for the immediate environs of the Trans-Canada Highway right across the Province. Trailer Regulations are also in operation on a Provincial basis. Municipal Plans are in operation in Corner Brook, Gander, Mount Pearl, Baie Verte and Springdale, and are in course of preparation for Windsor, Grand Falls, Harbour Grace, Lewisporte and Wabana. A Metropolitan Plan is under way for St. John's and Urban Renewal Studies have been made in several of the larger towns. A number of other municipalities have expressed their intention of preparing Municipal Plans, and schemes of various types have been made for many of the smaller communities. We believe it is fair to say that in no Province are both public authority and the people more completely persuaded of the desirability of planning than in Newfoundland.

In 1958 CPAC took some strong part in criticism of the Federal Government's Harbour Development scheme in St. John's. It was felt that this was ill-conceived and could be improved. However, no notice was taken of our representations. Meanwhile the scheme has been implemented and a number, at least, of our earlier observations have been subsequently shown to be correct. Putting aside old quarrels, however, it is obvious that great benefits can still result from imagina-

tive use and incorporation of the harbour improvement within the general life of the downtown area.

Enthusiasm on the part of the general public is still a great strength and encouragement in stimulating discussion and interest in the continuing improvement of the City. Progress involves more and more people as our boundaries expand and development takes shape.

In 1963, by Act No. 72 of that year, a St. John's Metropolitan Area was constituted to take charge of the development of a very large area surrounding the City of St. John's and the neighbouring town of Mount Pearl, a sort of satellite town to St. John's. There is a governing Board of six persons, of which our present Vice-Chairman of, and Councillor for, the Newfoundland Division, is Chairman. Thus once again CPAC is closely linked to local Government. The area has for the present the status of a Local Improvement District under the Local Government Act 1961. Provision is made for coordination of action with the now surrounded City and Town. The plan may perhaps be the beginning of a County organization which this Province has never had.

Within this metropolitan frame the challenge continues to grow and CPAC is now even more aware of the importance of participation in these policies. It is fortunate, therefore, that CPAC is so well represented at all levels. A high degree of acceptance by the public has enabled a considerable amount of planning to continue without the complications which have occurred and which still continue to occur in many parts of the Mainland. It has been recognized that a great deal of public benefit and public saving result from well ordered and mutually acceptable patterns of growth.

Sir Brian Dunfield, the Hon. J. W. Pickersgill and the Rt. Hon. Vincent Massey, C.H. during the 1956 National Planning Conference in Ottawa. (Photo: Dominion Wide)



books

So many books have been received recently by the CPAC Library that we have had to confine ourselves to brief notes on each publication. Some of these books may receive lengthier reviews in subsequent issues of the magazine.

GOD'S OWN JUNKYARD

The Planned Deterioration of America's Landscape

By Peter Blake. Published by Holt, Rinehart and Winston, 383 Madison Avenue, New York. Cloth: \$4.50; Paper: \$2.95.

A short and powerful text together with a large collection of magnificent photographs launch a powerful attack on those who despoil our urban and rural landscape through greed, insensitivity or simple complacency. High school and university libraries please note.

THE FUTURE OF OLD NEIGHBORHOODS

Rebuilding for a Changing Population

By Bernard J. Frieden. Published for the Joint Center for Urban Studies of MIT and Harvard University by The MIT Press, Cambridge, Mass., and in Canada by the General Publishing Company Limited, 200 Adelaide Street West, Toronto 1. \$8.25.

This book proposes the gradual and continuous rebuilding of older areas in our cities, keeping pace with the abandonment of housing and replacing only surplus dwellings. Detailed studies of New York, Los Angeles and Hartford indicate that such a policy is economically feasible. Recent experience in these cities suggests ways in which public action can create suitable conditions for a gradual rebuilding of old neighbourhoods.

MAN'S STRUGGLE FOR SHELTER

in an Urbanizing World

By Charles Abrams. Published by the MIT Press, Cambridge, Mass. and in Canada by the General Publishing Company Limited, 200 Adelaide Street West, Toronto 1. \$8.75.

Deals with world problems of urbanization and housing; exposes the seizure of land by home-hungry millions in politically sensitive areas of the world; tells why land hunger exists amid land plenty; treats American foreign aid programs and their failure to grapple with these problems; highlights the housing famine facing underdeveloped countries and proposes concrete programs for dealing with it.

CITIES AND SPACE

The Future Use of Urban Land

Essays from the Fourth Annual Resources for the Future Forum, edited by Lowdon Wingo, Jr. Published by The Johns Hopkins Press, Baltimore 18, Md. \$5.00.

The unfolding pattern of urban settlement is appraised by city and regional planners, economists, a lawyer and a psychiatrist.

URBAN RENEWAL FOR SUDBURY

A Study for Urban Renewal in Sudbury, Ontario, prepared for the City Council by the Sudbury Planning Board and Project Planning Associates Ltd. Published by the Corporation of the City of Sudbury, Ontario.

OUR URBAN PLANT

Essays in Urban Affairs

By Herman G. Berkman. Published by the University of Wisconsin. \$1.00 (cash). Essays cover such subjects as Megalopolis; the Urban Plant; the Architect, Town Planning and the Urbanist; Urban Economics; Tax Policy, Zoning etc.; Training the Urbanist.

THE RULERS AND THE RULED

Political Power and Impotence in American Communities

By R. E. Agger, D. Goldrich and B. E. Swanson. Published by John Wiley & Sons Inc., 605 Third Avenue, New York. \$7.95.

Describes and compares political systems in four American communities throughout the post-war period. Examines the factors affecting decision making in such fields as desegregation, economic redevelopment and urban renewal.

ENCYCLOPEDIA GUIDE TO PLANNING & ESTABLISHING AN AUDITORIUM, ARENA, COLISEUM OR MULTI-PURPOSE BUILDING

By Herman J. Penn. Published by Penn-Fleming Publications, Inc., 2117 Buncombe Road, Greenville, South Carolina. 604 pages; 450 illustrations. \$45.00 (US) plus \$1.00 postage.

Although expensive, this book contains a vast amount of detail regarding every aspect of auditorium construction from site selection to the operation of the lost and found department. Chapter headings include: Preliminary Planning; Seating; Construction; Concession Department;

Interior Ice; Ticket Department; Equipment, Staging; Parking; Maintenance; Operation.

The author speaks from experience, having been manager of the Armory at Louisville, Ky., the Duquesne Gardens in Pittsburgh, the Memorial Auditorium in Greenville, S.C., and promotion specialist for the Harlem Globe-trotters.

Communities planning to build arenas to mark the Centenary might well invest in this encyclopedia.

URBAN RAIL TRANSIT

Its Economics and Technology

By A. Scheffer Lang and Richard M. Soberman. Published for the Joint Center for Urban Studies of MIT and Harvard University by the MIT Press, Cambridge, Mass., and in Canada by the General Publishing Company Limited, 200 Adelaide Street West, Toronto 1. \$6.65.

Points out what rail transit systems can do and evaluates their role in the urban transportation complex. Mr. Lang is Director of Operating Data Systems for the New York Central Railroad, and Dr. Soberman is Assistant Professor in the Department of Civil Engineering, University of Toronto.

POLICY HORIZONS FOR FUTURE URBAN WATER SUPPLY

By J. W. Milliman. Published by Resources for the Future, Inc., 1755 Massachusetts Avenue, N.W., Washington 36, D.C. Single Copies free on request; additional copies 25 cents each.

PRINCIPES ET TENDANCES DE LA PLANIFICATION RURALE EN ISRAEL

Par Albert Meister. Ecole pratique des hautes études—Sorbonne. Publiée par Mouton & Co., Paris et La Haye.

Problèmes posés par l'absorption de l'immigration de masse dans les villages coopératifs (moshve alim).

THE PHANTOM CITIES OF CALIFORNIA

By Samuel E. Wood and Alfred E. Heller. Published by California Tomorrow, 334 Forum Building, Sacramento 14, California, USA. Sample copy provided free; additional copies \$1.00 each.

Outlines in a most forceful way the failure of local government to preserve California's attractive resources of land, air and water.

TOMORROW SLOWLY COMES

By Gladys Keable. Published by the Town and Country Planning Association, 28 King Street, Covent Garden, London W.C.2.

A personal impression of the story of the Garden City Association (now the Town and Country Planning Association) from its foundation in 1899 to its Diamond Jubilee in 1959.

THE WAVE OF METROPOLITAN EXPANSION

A Study of Changes in Density in the Montreal Region

Text and Compilation: Robert Robert, M.R.P. In Charge of Publication: Guy Gravel and H. N. Lash. Published by the City Planning Department, 107 Saint Jacques Street West, Montréal.

First of a series of technical bulletins dealing with the results of studies carried out by the City Planning Department of Montreal leading towards the preparation of a master plan for the region.

NATIONAL FIRE CODE OF CANADA 1963

Published by the Associate Committee on National Fire Codes, National Research Council, Ottawa 2. \$1.50.

This publication represents the initial attempt under the auspices of the Associate Committee on National Fire Codes to provide Canadian municipalities with a means to constitute a comprehensive fire prevention by-law.

A HOUSING MANIFESTO

Residential Housing Problems—Diagnosis and Treatment

By John H. Haas. Published by Workshop 221, Inc., 1522 Connecticut Avenue, N.W., Washington 6, D.C. \$2.00.

A short (95 pp.) handbook outlining what is wrong with housing today, who is to blame, and how to correct it.

URBAN RENEWAL POLITICS

Slum Clearance in Newark

By Harold Kaplan. Published by The Copp Clark Co. Limited, Toronto. \$6.75.

The Author, Assistant Professor of Political Science at York University, describes the relationship of the Newark Housing Authority with various groups in the city, and the role that each of these groups played in the slum clearance and urban renewal programme.

CITY POLITICS

By Edward C. Banfield and James Q. Wilson. Published by the Joint Center for Urban Studies of MIT and Harvard University, and in Canada by S. J. Regi-

nald Saunders and Company Limited, Toronto. \$6.95.

An examination of the changing nature of city politics.

A STUDY OF THE NEEDS AND RESOURCES FOR COMMUNITY SUPPORTED WELFARE, HEALTH AND RECREATION SERVICES IN METROPOLITAN TORONTO

A Community Self-Study

Published by the Social Planning Council of Metropolitan Toronto, 160 Bay Street, Toronto 1. \$3.00.

A study of the major needs and social problems of the Metropolitan Toronto area over the next five years, and an examination of ways to meet these needs.

PLANNING 1963

Selected papers from the 1963 National Planning Conference of the American Society of Planning Officials. Published by ASPO, 1313 East Sixtieth Street, Chicago 37, Ill., USA. \$6.00.

THE DEMARCATION OF COMPARABLE CITY AREAS

By Means of Population Density

By Karl Gustav Grytzell. Published for the Royal University of Lund, by C. W. K. Gleerup Publishers, Lund, Sweden.

Shows the need for standard rules for the demarcation of city areas so that valid comparisons can be made, using Stockholm, Copenhagen, London, New York and Paris as examples.

THE NEW TOWNS

The Answer to Megalopolis

By Sir Frederic Osborn and Arnold Whittick, with an introduction by Lewis Mumford. Published by Leonard Hill Books Ltd., St. Richard's House, Eversholt Street, London NW 1, England. 63/-.

This book is a valuable and comprehensive survey of the New Towns movement. It surveys the successes and weaknesses, the underlying policies and the role of the administration. A chapter is devoted to each of the first 19 New Towns.

THE WORLD'S GREATEST METROPOLIS

Planning and Government in Greater London

By William A. Robson. The ninth annual Wherrett Lecture on Local Government, published by the Institute of Local Government, Graduate School of Public and International Affairs, University of Pittsburg. \$1.75.

Reviews the report of the Royal Commission on Local Government in Greater London and assesses the London Government Bill; discusses planning problems in the London region and economic planning on a national basis.

THE RACE FOR INNER SPACE

Prepared by the U.S. Department of the Interior. For sale by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 55 cents.

An eloquent plea for the conservation and sensible use of natural resources. Very well illustrated.

CITIES OF OUR PAST AND PRESENT

A Descriptive Reader

Edited by Wilson Smith. Published by John Wiley & Sons, Inc., 605 Third Avenue, New York 16. \$2.45.

Depicts, through contemporary accounts, the cultural climate and tempo of life in cities at different periods in American history, including Puritan Boston, Penn's Philadelphia, the San Francisco of the 49'ers, modern Los Angeles etc.

CHANCE AND CHALLENGE

A Concept and Plan for the Development of the Lower Mainland Region of British Columbia

Published by the Lower Mainland Regional Planning Board, 426 Columbia Street, New Westminster, B.C.

The excellent reports leading up to this regional plan have been reviewed in previous issues of this magazine. The culminating publication follows its predecessors in being clearly stated and beautifully produced. This book should be a part of the library of any person interested in regional planning — anywhere.

THE HISTORIAN AND THE CITY

Edited by Oscar Handlin and John Burchard. Published by the MIT Press and Harvard University Press, and in Canada by the General Publishing Company Limited, 200 Adelaide Street West, Toronto 1. \$8.25.

Papers presented to the Conference on the City in History held by the Joint Center for Urban Studies and the Harvard University Summer School in 1961, where twenty distinguished minds from US and British universities considered the concept of the city in depth. The meetings resulted in a free exchange of interpretations between historian and economist, city planner and philosopher, political scientist and architect.

The drawings in this issue are by Phyllis Lee who is head of the Art Section, Information Division, Central Mortgage and Housing Corporation, Ottawa.

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planning vacancies

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Duties: To advise towns and rural municipalities on technical planning matters.

Salary: \$5,760-\$7,740 commensurate with qualifications and experience. Full Civil Service Benefits.

Application forms may be obtained from the Nova Scotia Civil Service Commission, P.O. Box 943, Dennis Bldg., Halifax, Nova Scotia.

MUNICIPALITY OF BURNABY

Salary: \$621-\$745.

Burnaby: A progressive and expanding municipality with a population of 108,000 persons, a new freeway nearing completion and a university under construction.

Duties: To head Long Range Planning Division of the Planning Department, involving both policy and design; to present proposals clearly and effectively to elected and public bodies; to assist Director of Planning in the preparation and development of a comprehensive municipal plan.

Qualifications: Masters degree in Planning and responsible Civic Planning experience at professional level, or alternatively, considerable proven experience in the field of Civic Planning and Development, with a degree in a related field.

Appointment within five-step salary range would depend upon qualifications. Please send detailed resume to: Personnel

Director, Corporation of the District of Burnaby, 4545 E. Grandview-Douglas Hwy., Burnaby 2, B.C.

TOWNSHIP OF NEPEAN

Applications, including resume of qualifications and experience, are invited for the position of Planning Officer. This new position in a fast growing municipality offers satisfying opportunities. Salary open. Apply: D. E. Hobbs, Township Clerk, 345 Richmond Road, Ottawa 13, Ont.

THE CITY OF SARNIA

Senior Planner

To: Conduct research relating to the Official Plan and urban renewal studies. Prepare policy recommendations and administer the staff functions of the Planning Department under the direction of the Planning Director.

Desirable Education: Post-graduate course in planning or related field. Associate membership in TPIC or eligibility for such.

Desirable Experience: 2 years.

Salary Range: \$5,928.00-\$7,124.00 per annum.

Apply: H. G. McKittrick Personnel Officer, City Hall, Sarnia, Ontario.

SAINT JOHN, N.B.

Architect-Planner

For Metropolitan Town Planning Commission. Work involves senior level planning, urban renewal and architectural elements. Good salary.

Apply: Town Planning Commission, City Hall, Saint John, New Brunswick.

CITY OF HAMILTON, CITY PLANNING DEPARTMENT

Chief Planning Assistant

Applications are invited from suitably qualified persons for appointment to the position of Chief Planning Assistant. Salary within a scale of \$6,471. to \$8,050. per annum, according to qualifications and experience. Excellent fringe benefits. Applicants must possess a degree in planning or allied field from a recognized university or school of planning and be eligible for associate membership of the Town Planning Institute or its equivalent and should have at least three years practical experience in the office of a Planning Agency.

The successful applicant will be responsible to the Planning Commissioner for the supervision of the Planning and Research Section primarily concerned with Community and Neighborhood design and layout, subdivision and zoning administration and surveys, analyses and reports in connection with amendments to the Official Plan and Zoning By-laws. Apply stating all particulars to: Director of Personnel, City Hall, Hamilton, Ontario.

Senior Planning Assistant

Applicant will be required to supervise the work of the survey, research and planning section, conduct surveys, research and analyses for special studies and prepare reports.

A graduate of a recognized University possessing a degree in planning or other related fields is preferred. Should have at least two years practical planning experience. Salary range: \$6,100-\$7,450. Starting salary commensurate with previous experience and ability.

Apply stating all particulars to: Director of Personnel, City Hall, Hamilton, Ont.

OLDMAN RIVER REGIONAL PLANNING COMMISSION, LETHBRIDGE, ALBERTA

Applications are invited from qualified City & Regional Planners for the following:

Deputy Director (\$7,600 to \$8,400)

Duties will include direct responsibility for work on regional plan, supervision of all research, and delegated Director's duties. Candidates must have 5 years' responsible experience. The appointment is one of responsibility, and offers an opportunity of working with good legislation and progressive program.

Apply, giving full particulars, and the names of three referees to S. J. Clarke, Director, The Oldman River Regional Planning Commission, 909-4th Ave. S., Lethbridge, Alberta.

SASKATOON, SASKATCHEWAN

Senior Planner

Degree in Planning or related field, plus experience. To prepare city-wide studies, subdivision plans, and research studies. supervise drafting staff.

Junior Planner

Degree in Planning or related field, or an equivalent combination of training and experience. A junior planning position involving less complex duties than above and working under supervision of an experienced planner.

Resumes, salary requirements, and inquiries to Personnel Department, City Hall, Saskatoon, Sask.

PROVINCE OF ALBERTA (Edmonton)

Planning Officer 1—\$5,220-\$7,140

The Town Planning Branch (Municipal Affairs) requires a University Graduate in Architecture, Engineering or other field related to planning with some experience in town and regional planning. Commensurate with education and experience, starting salary up to \$5,940 per annum.

Competition No. 64-432.

For details and application forms apply to the Personnel Administration Office, Room D 203, Terrace Building, Edmonton, Alberta.

Some New Publications

HOUSING IN CITIES

Some examples of multiple housing recently built in Canada.

As part of its continuing effort to encourage an improvement in housing design in Canada, the Canadian Housing Design Council has published this attractive and interesting booklet. Illustrated by photographs and sketch plans are 14 projects built in various locations in Canada, together with comments on the design aspect of the housing provided.

Viewpoints by Professor Norbert Schoenauer, McGill School of Architecture, and Alex J. Rubin, President, The Rubin Corporation Ltd., Toronto, approach the subject from that of an architect and a developer. Andrew Hazeland, CMHC Adviser on Housing Design, and Secretary-Treasurer of the Canadian Housing Design Council, reviews the growth in multiple housing in recent years and comments on some of the design problems.

Copies are available free from the CHDC in Ottawa, or from the CPAC National Office, 425 Gloucester Street, Ottawa 4.

SUBDIVISION CASEBOOK

Compiled and edited by Mary Rawson; cover design and drafting by Agnes Norville. This publication was sponsored by the Planning Institute of B. C. which received funds under Part V of the National Housing Act to assist in its production.

Fifteen subdivision designs are reviewed in words and pictures to indicate various ways of redrawing land lines and to illustrate the benefit of careful subdivision design in economic and other terms.

Readers in B. C. are asked to order their copies from the Planning Institute of B. C. Readers in other areas may obtain their copies from the CPAC National Office, 425 Gloucester Street, Ottawa 4. In either case, the publication is available free of charge.

AT HOME AFTER 65

A booklet about living accommodation for elderly people in Canada, and the social services they need to enable them to feel at home wherever they may live — in their own independent dwellings or in institutions. An abridged version of the report of a study commissioned by CMHC. Subjects include housing problems, real-life situations, steps taken to solve the problem, aids to living at home, some well-conceived schemes and a look ahead.

Single copies: \$2.00. Discounts of 10% on quantities of 12-24; 20% on quantities over 24. Payment must accompany orders of \$2.00. Please address your order to: Publications Department, Canadian Welfare Council, 55 Parkdale Avenue, Ottawa 3.

